

CRIMMIGRATION OR CRIMINAL MIGRANTS: A STUDY ON SANCTUARY  
CITIES IN THE UNITED STATES

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## Abstract

This research study investigates whether sanctuary cities and jurisdictions are a national security concern, specifically examining their impacts on public safety. The study assesses public safety in two ways: 1) by investigating violent crime and murder rates in thirty-six cities across the U.S. and 2) through the lens of approved and proposed legislation to reveal whether sanctuary city laws restrict federal immigration enforcement within those jurisdictions. The data captured in this study exposes whether sanctuary cities have higher crime rates compared to non-sanctuary cities with similar populations under the hypothesis that sanctuary status does not significantly impact crime rates, nor would legislation related to sanctuary cities inhibit federal immigration law implementation. Population size was used as a point of comparison across cities to identify trends and sample groups for more detailed analysis.

After examining crime rate trends across the samples, the results demonstrated no significant distinction in violent crime rates and murder rates in sanctuary versus non-sanctuary cities. Analysis of legislation supports the hypothesis that the pending and approved legislation related to sanctuary status do not explicitly prohibit federal officials from enforcing federal immigration law. Ultimately, policies in place and pending approval require federal officials to approach state and local government agencies with procedures used in criminal investigations: producing a warrant or probable cause to detain and hold individuals. Considering the scope of this study and based on the results, sanctuary cities do not fit within the designation of a major public safety concern and thus are inappropriately identified as a national security concern by the current administration.

Review Committee: Dr. Sarah O’Byrne, Dr. Mark Stout, and Dr. Rameez Abbas

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## Introduction

Immigration has had a long and tangled history with national security in the United States. Since the early 1800s, immigration laws have been in place as security measures with the escalation of perceived threats. The Alien and Sedition Act of 1798 sought to oust persons “dangerous to the peace and safety of the United States, or [those with] reasonable grounds to suspect are concerned in treasonable machinations against the government” (Hatch 2015, 701). Then, there was the Communist threat that led the government to pass the Immigration Act of 1917, which proclaimed that “any alien who at any time after entry shall be found advocating or teaching subversion was deportable” (703). The act was expanded a few years later as the communist threat increased and remained a fixture in American society.

Major revisions were added following terrorist attacks against the U.S. in the 1990s. Terrorist attacks opened a new door for immigration policy, which led to a fundamental shift in the Immigration Act from a focus on “anarchist, communist, and totalitarians” or deportation based on ideological threats to the sovereign to a focus specifically on acts committed (Hatch 2015, 705). Immigration policies have continued to evolve with changes in the political arena especially after the September 11, 2001 attacks. Measures were put in place to provide the Department of State and Homeland Security more autonomy in identifying ‘aliens’ inadmissible based on perceived threat level to the U.S.<sup>1</sup>

As the War on Terror continues, politicians have identified ways to keep America safe by imposing more stringent national security efforts, effective intelligence gathering

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<sup>1</sup> See legislation INA § 212(a)(3)(B)(I) and Consolidated Appropriations Act of 2008 (“CAA”)

and actions, and a foreign affairs strategy that partners with nations on intelligence efforts to counter the expansion of terrorist networks. Under the umbrella of protecting the homeland, immigrants have been an easy target for government officials who seek tangible actions against “the other,” promoting a sense of nationalism as a justification.

Along with more stringent immigration policies came an intensified national rhetoric against immigrants living within the U.S. Under the current National Security Strategy (NSS), the Donald Trump administration included language that focused on protecting U.S. borders and diminishing the number of undocumented persons in the interior. The NSS stated that “illegal immigration presents public safety risks and enriches smugglers and other criminals” (2017, 10). The section continues to explain that weak implementation of immigration policy is a national security threat (10).

In accordance with the administration’s stance in the NSS, Executive Order No. 13768, which will be discussed in greater detail in the Analysis section of this study, threatens to withhold public safety grants from sanctuary jurisdictions for “failing to adequately share information with ICE (Immigration and Customs Enforcement)” (Lynch 2018). Language pulled from the NSS, news articles quoting the administration and specifically within Executive Order No. 13768 proposes that sanctuary cities pose a national security threat by ‘not actively enforcing federal immigration policy.’

Those opposed to the president’s actions and language against sanctuary cities proclaim that these jurisdictions are not a threat to public safety but seek to protect the balance between community members and local police officers by not involving them in federal enforcement activities related to a heavily politicized issue like immigration. The

opposing side of the argument is summarized by Attorney General Eric Schneiderman of New York:

The President lacks the constitutional authority to cut off funding to states and cities simply because they have lawfully acted to protect immigrant families. Building and maintaining trust between local law enforcement and the communities they bravely serve is vital to ensuring public safety. Any attempt to bully local governments into abandoning policies that have proven to keep our cities safe is not only unconstitutional but threatens the safety of our citizens. I urge President Trump to revoke this Executive Order right away. If he does not, I will do everything in my power to fight it. (Kopan 2018)

This leads to the question at hand: whether sanctuary cities, localities where state and municipal governments do not strictly enforce all aspects of federal immigration policy, are a public safety threat and by extension, a national security concern. Targeting migrants has developed over time, based on ideological beliefs, the concept of a native homeland, and perceived terrorist threats that facilitated a national dialogue in which immigrants are projected as a constant danger to the safety of the American people at the community level. The administration has enacted federal policies to shape national discourse in identifying sanctuary cities and immigration legislation enforcement at the community level as a target in the ‘fight to protect the nation.’

In addressing the administration’s apprehensions on sanctuary jurisdictions, this study attempts to measure public safety, via crime rate data and legislation, and whether sanctuary designation impacts those measures. The study will begin by providing a context of the national security strategy and how presidential platforms shape the national agenda

followed by an evaluation of existing literature on politics related to immigration both from a civil and criminal lens. Sanctuary jurisdictions will be explored as they relate to the immigration debate within the U.S.

The next section of the study will outline the methods by which public safety is measured, expected hypotheses as they relate to each variable and the limitations of the research. We will then delve into the analysis of public safety within the context of the most populated cities across the U.S. to identify whether the test variables are impacted in sanctuary vs non-sanctuary cities. Finally, the results of the study will be illustrated to outline conclusions, application to the current political climate, and suggestions for future research.

## Literature Review

### *Presidential Influence on National Strategy Development and Agenda Setting*

Presidential orders and publications influence future policy prescriptions and help set the agenda for federal agencies. A discussion on the relevance of the president's National Security Strategy (NSS) and the current homeland security strategy is needed to explore the implications of national strategy on perceptions of threats and associated policies and to adequately evaluate public safety as part of national strategy. The NSS is described as having five different purposes: 1) Communicate the Executive's strategic vision to Congress, and thus support its funding requests; 2) Communicate the Executive's strategic vision to foreign constituencies, especially governments not on the US's summit agenda; 3) Communicate with select domestic audiences, such as political supporters seeking Presidential recognition of their issues, and those who hope to see a coherent and farsighted strategy they could support; 4) Create internal consensus on foreign and defense



policy within the executive branch; and 5) Contribute to the overall agenda of the President, both in terms of substance and messaging (Snider 1995, 5-6).

Scholars sit on both sides of the aisle in determining whether national security strategy (NSS) documents are in fact strategic and carry weight in domestic and international foreign policy decision making. Goldgeier presents reflections on several NSS publications from the National Security Report 68 as “the most important early Cold War national security statement” to an evaluation of Obama’s 2015 NSS (2015, 41). Goldgeier describes a more reactionary strategy by the executive following the War on Terror. He explains that newer presidential publications regarding security have a heightened sensitivity for projecting military strength rather than targeted and intentional policy to capitalize on strategic opportunities (Goldgeier 2015, 40-41). Similarly, McInnin explains that the NSS does not capture how strategy will be implemented but seeks to provide a snapshot as to the philosophy of the administration regarding foreign policy objectives (2017, 2).

Several schools of thought have been presented to describe what is included in the NSS, how it is used, who the intended audience is and what the implications are on an international scale. Goldgeier and McInnin express how the NSS presents the president’s platform for both national and international policies during their tenure. With that in mind, it can be inferred that an emphasis on a link between illegals and criminal activity in the NSS reflects on a hardline approach towards immigration policy by the administration and seeks to influence the national agenda around that premise.

Given the expansive list of possibilities that may be included in national security framework, a general definition for national security concern is used for this study.

Borrowing from Donohue, national security in principal is the preservation of the State itself and is focused on federal government institutions (2011, 1752-1753). For the purposes of this research study, a national security concern will be defined as a national priority and threat that impacts the sovereignty of the United States with federal government jurisdiction for implementation and enforcement.

To that end, national strategy is also prescribed through the homeland security strategy. In a 2013 Congressional Research Service Report, the authors explore the elements of homeland security and its envelopment in national security strategy. The article explains that homeland security strategy continues to evolve as Department of Homeland Security (DHS) expands its scope with the evolution of crime and security risks (Painter 2013). Four mission areas are identified in the report to focus on the goals and strategies of homeland security: counterterrorism and security management, border security and trade, immigration, and disaster preparedness, response, and recovery (Painter 2013, 1).

As outlined, the current administration has called the state allowance of sanctuary jurisdiction as counter to federal immigration enforcement which they have called a public safety threat. However, it is important to note that after an evaluation of the strategic direction for homeland security, the four missions outlined in the strategy all present enforcement opportunities at the federal level and do not assess the role of states in enforcing federal initiatives. On the national immigration front, the strategy highlights problems with existing data collection technologies that have failed to produce significant reliable data to “gauge enforcement outcomes” (Painter 2013, 47-49).

Throughout the four mission evaluations, the role of the state in enforcement is not listed as a priority and is not included in the analysis. It is clear that while the administration

provides guiding policies and initiatives to be enforced and applied to the strategies of federal agencies, states still hold some autonomy in the application of federal law within their jurisdiction. The homeland security strategy's congressional appropriations and budget concerns are assessed as they relate to the implementation of these missions, but again, only at the federal level.

Lastly, the homeland security strategy does not include sanctuary cities as a primary concern related to immigration and outlines higher priority issues on the immigration front related to U.S. borders as their main concern. The report emphasized the need to create a fundamental balance of enforcement in the Border Patrol Strategy from “preventing illegal migration and the agency’s post 9/11 priority missions of preventing the entry of terrorists and terrorist weapons, along with the U.S. focus on combating transnational criminal organizations” (2013, 49). In the articles outlined in this section on security strategy, immigration when addressed is evaluated through the lens of terrorism but not as a public safety concern.

This leads to the question at hand, whether the administration’s targeting of sanctuary cities as a public safety concern is correct. Quoted in the introduction is attorney general Schneiderman from New York speaking directly against the administration practices of targeting sanctuary cities. As he, and those in favor of sanctuary cities argue, the jurisdictions are part of a current political attack on immigrants and the narrative is being clouded by “bullying” and threats (Kopan 2018). To explore this argument further, an analysis on the criminalization of migrants is warranted.

*Sanctuary Cities: A Haven from the Criminalization of Migrants or a Haven for Criminal Migrants*

The criminalization of migrants has long been a point of discussion in sociology, criminal justice, political forums, and other academic and professional fields. Civil war and terrorism in recent years has expanded the number of migrants and refugees across the world. The need to address the influx of migrants has fueled debates and created division amongst political parties, local communities, and even within individual households. As governments and municipalities seek to monitor and collect information on incoming and resident migrants, there are questions as to whether the systems in place ultimately criminalize migrant communities. Similar questions have also been posed by advocates in favor of sanctuary cities, jurisdictions where federal, state, and sometimes local government officials, police, and employees do not ask about a person's immigration status, as they seek to remove immigration status from procedural processes.

Following the September 11<sup>th</sup> attacks the administration at the time, along with the support of the Department of Justice, also targeted cities and states that did not support efforts to question individuals without sufficient probable cause. "U.S. Attorney General John Ashcroft issued a memorandum to local police requesting assistance in the questioning of roughly 5,000 Middle Eastern men, most of which were in the U.S. on temporary visas" (Ridgley 2008, 53). Similar to the politicization of sanctuary cities today, "plans for mass questioning sparked protest from civil liberties and immigration rights groups who were concerned about racial profiling, mass detentions, and targeting immigrant communities in the post 9/11 security climate" (Ridgley 2008, 53). The current administration has again placed sanctuary cities under a microscope as officials seek to eliminate the protections granted to migrants in those localities.

Ashcroft's statement, based on a legal opinion issued by the DOJ earlier in 2002 (U.S. Department of Justice Office of Legal Counsel, 2002), went against more than two decades of legal opinions and judicial decisions that held that enforcing the civil provisions of immigration law are solely the responsibility of federal authorities (U.S. Department of Justice, 1978, 1983; U.S. Department of Justice Office of Legal Counsel, 1996; *Gonzalez v. City of Peoria*, 1983). The 2002 Office of Legal Council Opinion outlined that states, by virtue of their status as sovereign entities, had authority to enforce all federal laws, including immigration laws, unless specifically preempted by Congress (U.S. Department of Justice Office of Legal Counsel, 2002). (Ridgley 2008, 63)

The legal implications associated with targeting states that do not directly support and enforce federal immigration legislation on behalf of federal agencies has long been disputed in the U.S. and continues to be at the forefront of immigration politics.

For the purposes of this research study, it is important to first outline the definition of migrant as it will be used henceforth, and then move into a conversation on sanctuary cities. The United Nations Educational, Scientific and Cultural Organization (UNESCO) provides a comprehensive categorization of migrants. Based on the UNESCO

classifications, this study will include research on the following types of migrants: irregular, forced and family reunification migrants.

<b>Irregular Migrants</b>	Also referred to as undocumented and illegal migrants includes people who enter a country, usually in search of employment, without the necessary documents and permits.
<b>Forced Migration</b>	This includes not only refugees and asylum seekers but also people forced to move due to external factors, such as environmental catastrophes or development projects. This form of migration has similar characteristics to displacement.
<b>Family Reunification Migrants</b>	This relates to people sharing family ties joining people who have already entered an immigration country under one of the above-mentioned categories. Many countries recognize in principle the right to family reunion for legal migrants. Other countries, especially those with contract labor systems, deny the right to family reunion.

Identifying patterns of identification, legislation and community relations across these three migrant categories paints a comprehensive picture of the population of concern in sanctuary cities and jurisdictions.

While immigration may be considered a civil matter associated with nationality and citizenship, the enforcement of immigration policy is tied to criminal law. In an article on the asymmetric incorporation of criminal justice norms, Legomsky explores how “immigration law has been absorbing the theories, methods, perceptions and priorities associated with criminal enforcement while explicitly rejecting the procedural ingredients of criminal adjudication” (2007, 469). He explains how courts do not associate deportation as a punishment and thus “the criminal procedural safeguards do not apply in deportation proceedings” (2007, 472). There is extensive literature arguing in favor and in opposition of the decision of the courts to keep immigration as a civil issue, as it relieves enforcement officials from providing protections required in criminal proceedings to persons that face of deportation.

The article goes on to explain what Legomsky calls the “Five Points of Entry” where criminal law intertwines with immigration policy: 1) attaching criminal consequences to immigration violations; 2) attaching immigration consequences to criminal convictions; 3) prioritizing criminal enforcement theory in immigration law; 4) importing strategies of criminal law enforcement; and 5) using the same players [federal judges and enforcement officials] (2007, 470). The connections are evident, however: the same legal protections granted to citizens under criminal law are not provided in proceedings against migrants, especially not irregular migrants. Analyzing any one of Legomsky’s entry points illustrates a disadvantage to migrants in the criminal justice system.

All the points of entry of the criminal justice system into migrant politics leads the discussion to one of sanctuary cities where the same level of prosecution does not hold. For the cases of this study, sanctuary cities are described as “municipalities that have adopted sanctuary, non-cooperation, or confidentiality policies for undocumented residents, which may be viewed as inclusionary type laws” (Villazor 2010, 576). Ridgley explores what she calls “cities of refuge” to illustrate how these localities “prevent local law enforcement from participating in the kinds of abuses of power that had been directed at noncitizens and political groups during other periods of perceived “crisis” for U.S. national security” (2008, 54). The paper goes on to explain that expanding “confidentiality of immigration status [has allowed these jurisdictions] to provide [basic rights] such as housing, health care, education, police services, employment and social services to everyone in the community” (Ridgley 2008, 55).

Agnieszka Kubal takes the examination of the criminalization of migrants a step further by exploring the subject in a broader social context. In her article, Kubal examined legal proceedings, immigration law, and the testimonies of over two hundred individuals in Europe. Through her research, she found that the criminalization of migrants was evident in all cases and occurred because of policy officials attempting to “prevent undocumented migrants from flooding Europe” (2014, 107). However, in practice, the legal framework on immigration often criminalized individuals that were already in Europe with legal paperwork for residence (2014, 107). The article also explores how migrant policies that seek to limit the number of incoming migrants not only creates barriers of entry, but also unjustly stigmatizes those that are already residing in local communities. This phenomenon is not exclusive to Europe and is described in great detail by Ridgley in the U.S. following the War on Terror.

Restriction on immigration addressed through legislation and in communications shared by legislative officials calls migrants already approved and living amongst citizens in the state to question. Community members question whether migrants are illegal and their reason for entry further stigmatizing migrants. Kubal calls this an examination of the phenomena “at the level of lived legal consciousness...exercising a real power over peoples’ lives” (2014, 93). Not only do the experiences of the migrants in the study share comparable stories that demonstrate minor lapses in immigration status which led to deportation, but several stories identified individuals that were ‘caught’ during raids and while commuting to work. To that end, Ridgley explores how a similar concept in the U.S. as “contemporary political struggles...intensified efforts at the federal level to implicate municipal police more deeply in the enforcement of immigration law” (2008, 56).



Involving local police forces further entrenches stigmatization of migrants as they have been used to execute the work of federal immigration officials in the community.

Sanenz introduces his research on the criminalization of migrants by first exploring the premise of Bajc (2013) where he states that “the consequences of the establishment of the security-surveillance machinery include the suspicion and criminalization of vulnerable groups, such as undocumented immigrants and the poor” (2013, 625). From their perspective, and in agreement with the work of Kubal, Ridgley, and Legomsky, particularly in the United States after September 11, 2001, legislation has facilitated the expansion of the “security-surveillance machinery.” The war in Syria has led millions of refugees and migrants to seek shelter in neighboring countries, including the U.S., resulting in over five million persons of concern as identified by the United National Human Rights Commission. Legislation continues to evolve in response to instability, which unfortunately leads policy makers to ‘take a stand’ against immigration as they seek to ‘protect their borders.’

These authors all portray the characteristics of “crimmigration” or the “merging of immigration control and criminal justice...[where] state and local police increasingly drive interior immigration enforcement through the routine policing of crime” (Pickett 2015, 103). As there are no signs of migration decreasing in years to come, closer examination of immigration policies is necessary at the federal, state, and local levels. This research project will delve into a conversation about sanctuary cities at the municipal level to examine the impacts of sanctuary status designation on immigration policy, specifically laws related to unlawful migrants and sanctuary status as well as crime rates.

Gallagher's article sheds light on the other face of the criminalization of migration that is alluded to by Kubal and others: that the processes in place by governments are often not conducive to migrants and hinders their successful integration in new communities. The economic barriers of entry are tied to established immigration policy and go hand in hand with the consequences that lead to 'criminal activity,' like missing an appointment at the immigration office. Debt, stigma, and legislative inconsistency are all a part of the problem in addressing migration. and each part affects the other directly. As previously mentioned, this study seeks to investigate whether sanctuary status designation impacts the crime rate and legislation associated with unlawful migrants. The argument revolves around whether legislation against sanctuary status is inherently part of the system that criminalizes migrants or if it is a public safety threat.

Sanctuary cities and jurisdictions provide a locality where migrants are given a haven from federal persecution for legal status in the United States. Bhatt defines sanctuary jurisdictions as a "city, town, and state government (collectively localities or local governments) that have passed provisions to limit their enforcement of federal immigration laws." (2016, 139). The article then discusses how each locality's enforcement of sanctuary status is different:

Provisions may be incorporated via executive orders, municipal ordinances and state resolutions. Additionally, the scope of the provisions varies by locality: some prohibit law enforcement from asking about immigration status, while others prohibit the use of state resources to enforce federal immigration laws. (Bhatt 2016, 139)

Bhatt's definition of sanctuary city will be used as the overarching classification of a sanctuary city. Specific provision of each city identified in this research study will be explained in the data section.

Cebula created a 'well-being maximization model' that found that "the well-being of undocumented immigrant populations residing in the U.S. was positively affected by a greater number of sanctuary cities resulting from the personal freedom afforded by non-reporting of suspected [persons]" (2006, 801). The results of the study suggest that migrants are in many cases inherently criminalized and those that immigrated to the U.S. but remain undocumented may seek refuge in sanctuary cities where they may be afforded personal freedom. This perceived concentration of undocumented persons in one locality prompts advocates for stringent immigration policy to target these areas as the first barrier and prompts advocates for integration of migrants to look towards these localities as a pivotal area for 'personal freedom.'

## Methodology

This research study uses information from data collection systems at municipal, state and federal government entities in the United States. The current political climate in the U.S. is one of increased suspicion and concern with a migrant's legal status. Immigration policy at the federal level places greater scrutiny on local governments and police to ensure states are enforcing measures to identify and deport illegal migrants.

Hypothesis: Sanctuary cities do not pose a threat to public safety. Since the designation does not pose a security threat to the community at large, it does not fit the criteria of a national security concern at the Executive/Presidential level.

As was described in the introduction, the administration has deemed sanctuary cities a hotbed for criminals and a public safety threat. In stating that sanctuary cities provide a haven for criminal activity, it implies that the designation prohibits the police and federal officials from enforcing their duties. To explore the validity of the claim, public safety will be measured by identifying how the independent variable, cities in the U.S. which vary according to sanctuary designation, interacts with the dependent variables: crime rates and legislative policies and procedures.

Crime rates are critical in the study as the data illustrates illegal activity at the local level within identified jurisdictions. Comparing local criminal statistics for sanctuary and non-sanctuary cities will shed light on the explicit illustration of the public safety threat level. Entangled in the debate is the claim that sanctuary jurisdictions do not comply with detainer requests and as such allow criminals to roam free.<sup>2</sup> As was mentioned in the literature review, specifically in the section outlining the criminalization of migrants following the 9/11 attacks, sanctuary jurisdictions are targeted because they uphold the confidentiality of community members from questions relating to their immigration status. The administration deems such protections as aiding “national threats” by inhibiting federal immigration enforcement during times of insecurity in the U.S. To look at the extent of this claim, research on sanctuary jurisdiction legislation is also an integral part of study to outline the relationship between these localities and detainer request compliance.

This study will not investigate public safety concerns as they relate to terrorism, but will solely investigate measures of the public safety issue.

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<sup>2</sup> Executive Order. No. 13768, 2017.

Figure 1: Measures of Public Safety

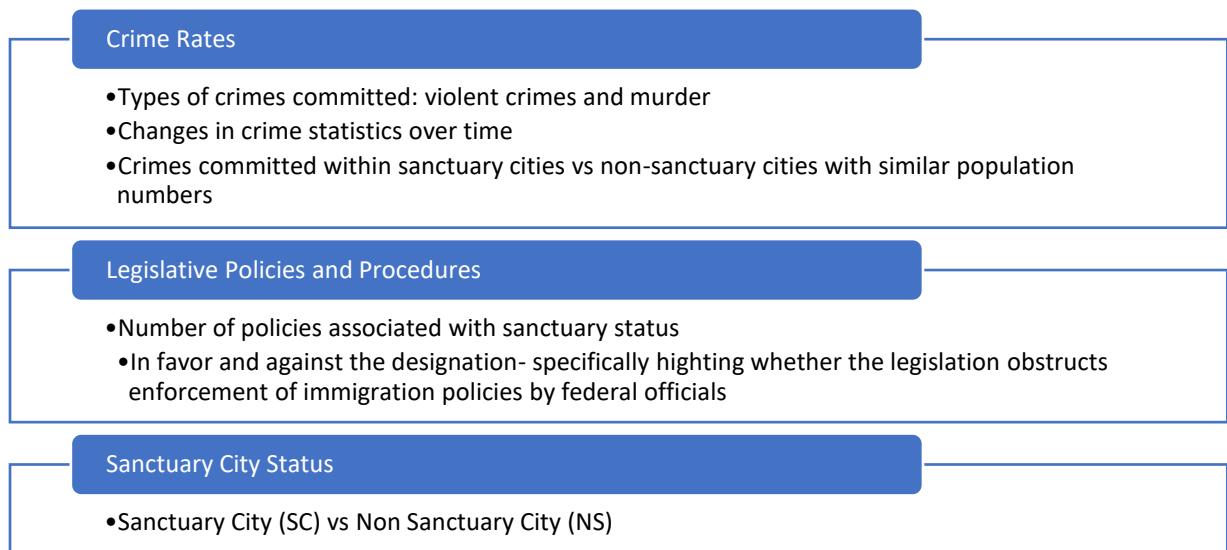


Figure 1 above depicts the variables that interact in one way or another to immigration politics in the U.S. The study will look at how crime rates and legislative policy differ from city to city. Within the crime rate category, the study investigates murder and violent crime as those are the most heinous and would result in the most immediate identifications of a public safety threat.

A list of the largest cities in the U.S. was recorded to generate the sample set for the study: the 36 largest cities. The list was taken directly from City Mayors Statistics with the exception of Atlanta, Georgia (added to replace Sacramento, CA to provide a more representative sample of the country as there are already four cities from CA) and Chicago, IL (large city but removed from the study because of lack of reporting information in the FBI database). Changes are also applied to the list for Mobile, AL, Montgomery, AL Jackson, MS and Columbia, SC which were added to represent communities in the South of the U.S. and to provide a more distributed sample distribution of sanctuary vs non-sanctuary designation. Figure 2 contains a list of the 36 cities identified and is sorted by state:

Figure 2: Case Studies Identified for the Study including Sanctuary Designation and Population

State	City	Sanctuary Status	Population
Alabama	Mobile	No	414,817
Alabama	Montgomery	No	372,661
Arizona	Phoenix	No	1,513,367
California	Los Angeles	Yes	3,884,307
California	San Diego	Yes	1,355,896
California	San Jose	Yes	998,537
California	San Francisco	Yes	837,442
Colorado	Denver	No	649,495
D.C.	Washington	Yes	646,449
Florida	Jacksonville	No	842,583
Georgia	Atlanta	No	447,841
Indiana	Indianapolis	No	843,393
Kentucky	Louisville	No	609,893
Maryland	Baltimore	Yes	622,104
Massachusetts	Boston	Yes	645,966
Michigan	Detroit	Yes	688,701
Mississippi	Jackson	No	159,287
Nevada	Las Vegas	No	603,488
New Mexico	Albuquerque	Yes	561,560
New York	New York City	Yes	8,405,837
North Carolina	Charlotte	No	842,051
Ohio	Columbus	Yes	822,553
Oklahoma	Oklahoma City	Yes	610,613
Oregon	Portland	Yes	609,456
Pennsylvania	Philadelphia	Yes	1,553,165
South Carolina	Columbia	No	134,489
Tennessee	Memphis	No	653,450
Tennessee	Nashville	No	634,464
Texas	Houston	Yes	2,195,914
Texas	San Antonio	No	1,409,019
Texas	Dallas	Yes	1,257,676
Texas	Austin	Yes	885,400
Texas	Fort Worth	No	792,727
Texas	El Paso	No	674,433
Washington	Seattle	Yes	652,405
Wisconsin	Milwaukee	No	600,193

The table below describes expectations of results once the data is compiled.

*Figure 3: Measure the Hypothesis- Expected Results in Favor and Against*

Hypothesis True	Hypothesis False
<ul style="list-style-type: none"> <li>•Quantitative: <ul style="list-style-type: none"> <li>•Crime rate for murder will be similar for cities with similar populations</li> <li>•Crime rate for violent crime will be similar for cities with similar populations</li> </ul> </li> <li>•Qualitative <ul style="list-style-type: none"> <li>•Sanctuary cities will have legislation that does not restrict federal immigration enforcement</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>•Quantitative: <ul style="list-style-type: none"> <li>•Crime rate for murder will be higher in sanctuary cities compared to cities with similar populations</li> <li>•Crime rate for violent crime will be higher in sanctuary cities compared to cities with similar populations</li> </ul> </li> <li>•Qualitative <ul style="list-style-type: none"> <li>•Sanctuary cities will have legislation that does restrict federal immigration enforcement</li> </ul> </li> </ul>

Legislation associated with sanctuary city procedures will be evaluated to determine if ‘barriers’ are present in law enforcement’s ability to make arrests and detentions for violent crimes and murder. As described in the literature review section, policies related to migrants are considered civil matters and are not associated with criminal court proceedings. Thus, they fall outside the scope of criminal actions that are upheld by local law enforcement. The ICE Enforcement and Removal Operations (ERO) branch is tasked with “identifying and apprehending removable aliens, detaining these individuals when necessary and removing illegal aliens from the United States,”<sup>3</sup> a different jurisdiction and focused scope than local law enforcement officials.

ICE has the authority to identify, arrest and deport persons of suspicion without the same standards of due process viable in criminal proceedings. Federal actions enforced by ICE function like criminal actions involving detention protocols. ICE in some cases

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<sup>3</sup> Language from Immigration and Customs Enforcement ‘About’ section on their main website [www.ice.gov/about](http://www.ice.gov/about)

conduct investigation and raids more aggressive than those made by police officers. However, the case law associated with these actions is civil and not criminal. This conversation brings us to the discussion at hand, whether 1) the policies enforced in sanctuary cities hinder police from conducting criminal arrests of persons that commit violent crime and murder, which by extension, places the community at risk OR 2) the disconnect between ICE and local police, separating criminal arrests from citizenship investigations, does not affect local law enforcement arrest rates. If the latter is true and the community is not at risk solely by endorsing sanctuary status, it does not constitute a public safety threat and the focus on sanctuary cities as a current national security concern is misguided.

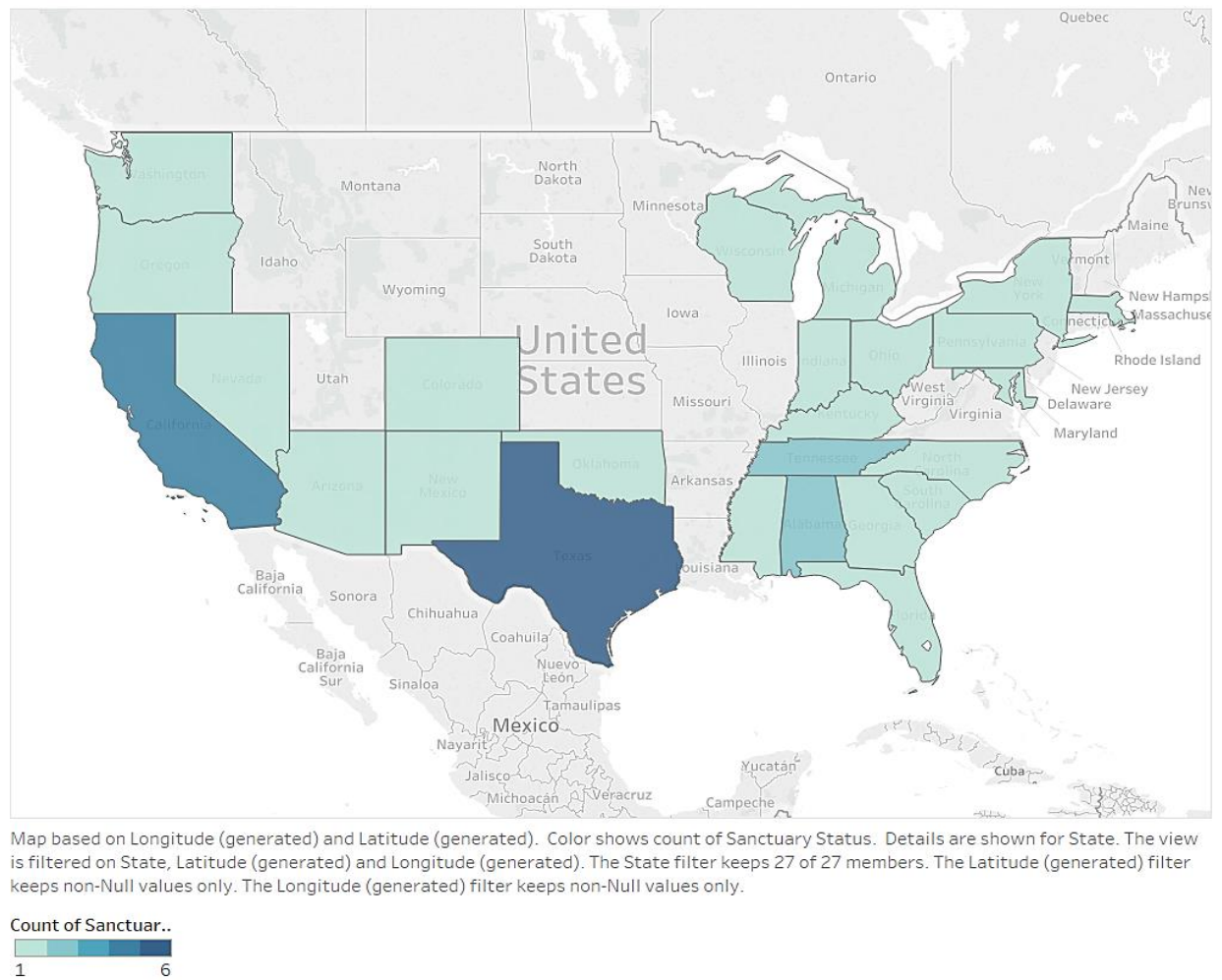
To obtain data to assess the variables listed in the hypothesis table, media outlets, nonprofit organization and thinktank research studies, court papers discovered during immigration investigations, and public information from the ICE, Department of Homeland Security and Department of Justice websites will be analyzed. Research from Data Hub, a statistical database created by the Migration Policy Institute (MPI), will be used for a state-by-state comparison of migrant statistics in the United States. MPI compiled data from the U.S. Census Bureau's 2015 American Community Survey (ACS), the 2016 Current Population Survey (CPS), and the 2000 decennial census; the U.S. Departments of Homeland Security (DHS) and State; and Mexico's National Population Council (CONAPO) and National Institute of Statistics and Geography (INEGI) to populate their migration reports including a report on the Frequently Requested Statistics on Immigrants and Immigration in the United States (Zong 2017).



In addition, violent crime statistics and murder rate statistics were collected using the Federal Bureau of Investigation's (FBI) Crime Reports Table 8 “Offenses Known to Law Enforcement by State by City” for years 2016, 2015, 2014, 2013, 2012, 2011, and 2010. It is important to note that this data is submitted to the FBI annually by each precinct and county. Thus, different precincts may collect data using different methods and analysis. This paper does not delve into the collection methods used by police precincts nor does it seek to evaluate the accuracy of the data presented. The numbers in the FBI database are used at face value for the purposes of this study.

The map below illustrates the states where the 36 cities across the U.S. have been identified as case studies for the research paper. As depicted below, the cities span several localities to provide variation in geographical characteristics. The diversity of geography allows for a high-level analysis of effects of sanctuary status without taking regional policy, economic implications, culture and shared regional histories into account. The color scale for sanctuary states illustrates the number of sanctuary cities within each state.

Figure 4: City Locations by State



Information on sanctuary policy from the National Conference of State Legislatures (NCSL) will be used to identify legislation proposed by states. As a general summary, NCSL has identified “33 states that would prohibit sanctuary policies and 15 states and the District of Columbia that would support. In addition, there are 12 states with legislation on both sides of the issue” (Morse 2017). The data from NCSL’s State Sanctuary Legislation created in 2017 will be used to evaluate policies proposed, passed, and rejected by Congress. This data will provide additional information as it relates to the sanctuary status

designation and the recent jolt in related legislation from 18 states that would limit sanctuary policies in 2016 to 33 in 2017.

This study does not seek to answer whether local law enforcement should or should not support the efforts of ICE and other federal agencies, as that falls outside the scope of the study. The study does not dive into arguments related to the moral grounds of law enforcement participation in detention requests based on immigration status. Additionally, the study does not include a chronological overview of sanctuary city status and legislation. The specific variables, current sanctuary status, statistics pertaining to violent crime and murder and the bills in favor and against sanctuary status from 2016 to 2017 are the only areas that will be evaluated to determine whether the definition outlined for a national security concern is applicable to sanctuary cities.

## Analysis

Donald Trump set himself foursquare against such policies throughout his presidential campaign. “We will end the sanctuary cities that have resulted in so many needless deaths” (Antile 2017, 25).

Looking at the last seven National Security Strategy reports published from 1999 to date by the executive branch, the word "immigration" was used a total of 21 times. Of the 21 uses of the word "immigration", 11 were used in the most recent 2017 publication of the NSS by the Donald Trump administration. From this alone, it can be inferred that the current NSS focus on immigration strays from those of preceding administrations. The homeland security section of the 2017 NSS referred to illegal immigrants as a national security threat, a “public safety risk that enriches smugglers and criminals” (2017, 10). Opposingly, NSSs in the past have mentioned immigrants in discussing areas of

improvement regarding expansion of opportunities and strengthening the interconnected nature of Americans. Specifically, in NSSs published after 9/11, immigration references included threats by terrorist groups and called for strengthening border control efforts.

According to the Trump administration, strict enforcement of immigration policy and eradication of illegals is a critical component of securing the interior. This led to the question at hand, does the established ‘connection’ between illegal immigrants and smugglers, criminals, and threats stem from a valid national security concern for the nation as a whole or is it something different? Why target sanctuary cities to keep the interior safe? Richard Cebula conducted an analysis to determine whether there was a relationship between sanctuary city status and settlement decisions of undocumented immigrant populations. As was discussed, sanctuary cities create a locality where migrants are not subjected to the same investigative questioning related to citizenship status as in other cities where police are expected to report migrants.

Almost a full year before the publication of the NSS and only five days after the presidential inauguration, the administration published the Executive Order: Enhancing Public Safety in the Interior of the United States. Section 8 of the EO gives state and local enforcement officers the “ability to perform the functions of immigration officers in the interior of the U.S. to the maximum extent permitted by the law.”<sup>4</sup> The EO expanded the reach and depth of ICE to municipalities without providing further guidance or discretion of additional resources available for officers and local precincts to complete the new scope of work. In addition, the document stated that sanctuary jurisdictions do not comply with

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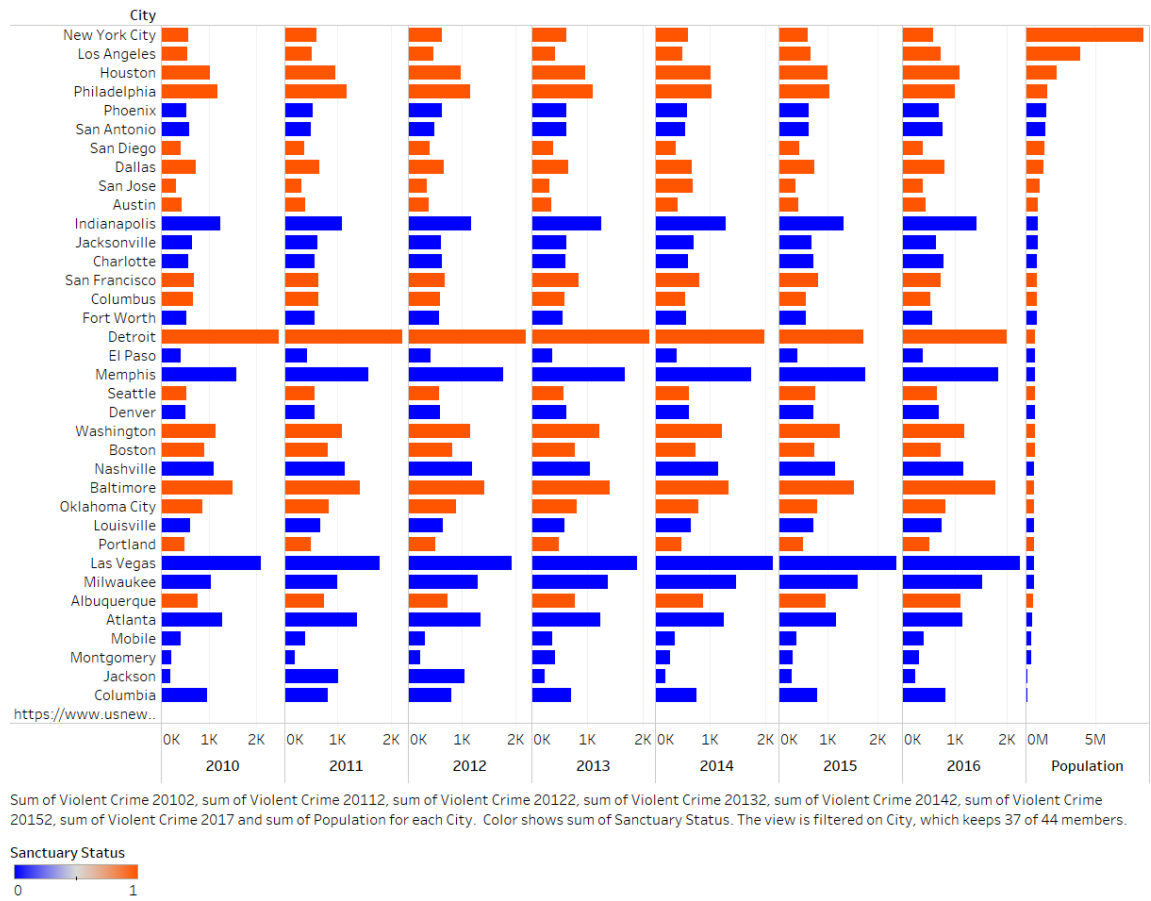
<sup>4</sup> Executive Order. No. 13768, 2017.

federal immigration law and should not be given federal funding for programs in their localities, except those needed to run the day-to-day operations of the police. Holding federal funding in the balance, the administration sought to compel compliance. In evaluating whether these legislative pieces promoted by the administration serve as a national security concern, crime rates for 36 cities were evaluated in relation to violent crime and murder in each city.

### *Violent Crime Rates*

To evaluate public safety concerns in sanctuary cities, violent crime and murder were chosen as the researched factors as they are the two most severe crimes reported through the annual crime report to the Federal Bureau of Investigations. Cities across the country submit the total crime statistics in categories ranging from violent crime to arson to theft, and the information is compiled to create a nationwide statistical analysis. The table in Figure 5 identifies the total number of violent crimes per 100,000 persons in each city over six-years. The color differentiates between sanctuary (orange) and non-sanctuary (blue) cities.

Figure 5: Violent Crime Rate by City 2010-2016 by City



Looking at the table in Figure 5, it is hard to immediately identify whether the orange bars representing sanctuary cities have the largest number of violent crimes or if the non-sanctuary cities do. The largest bars across the time spectrum observed are Detroit (SC) and there seems to be a close tie between Memphis (NS) and Las Vegas (NS). The cities with the highest violent crime rates per 100,000 are not the cities with larger populations: rather the rates fluctuate throughout. See Figures 6 and 7 for a closer look at the violent crime data comparing six cities with similar population sizes:

Figure 6: Sample A of Cities sorted by Population Size Comparing Violent Crime Rate in 2016 per 100,000 persons

City Name	Sanctuary Status	Population	Violent Crime Rate 2016 per 100,000
<b>Austin</b>	Yes	885,400	441
<b>Indianapolis</b>	No	843,393	1,412
<b>Jacksonville</b>	No	842,583	653
<b>Charlotte</b>	No	842,051	785
<b>San Francisco</b>	Yes	837,442	739
<b>Columbus</b>	Yes	822,553	547

In Figure 6, all cities listed have populations ranging from 885,400 to 822,553 between the six cities. There is an equal distribution of SC and NS, three in each category, but we see the crime rate column demonstrates some differences. The city with the highest crime rate in this group is Indianapolis (NS) with a population of 843,393 at 1,412 violent crimes per 100,000 persons while Austin (SC) with a population of 885,400 at a rate of 441. Figure 7 pulls data for another grouping of the sample city listing.

Figure 7: Sample B of Cities sorted by Population Size Comparing Average Violent Crime Rates in 2016 per 100,000 persons

City Name	Sanctuary Status	Population	Violent Crime Rate 2016 per 100,000
<b>Memphis</b>	No	653,450	1,828
<b>Seattle</b>	Yes	652,405	658
<b>Denver</b>	No	649,495	708
<b>Washington, DC</b>	Yes	646,449	1,193
<b>Boston</b>	Yes	645,966	738
<b>Nashville</b>	No	634,464	1,162

The snapshots in Figures 6 and 7 comparing the number of violent crimes across six cities illustrates that, within this sample, those that do not have sanctuary status have comparable, if not higher instances of violent crime. Within the sample in Figure 5, the city with the highest violent crime rate is city without sanctuary status, Memphis (NS) at 1,828 followed by Washington, D.C. (SC) at 1,193 and then Nashville (NS) at 1,162. Within the sample in Figure 6, the city with the lowest average violent crime rate is Seattle (SC) at 658.

In addition, six cities were compared based on the top three cities with the largest population and the top three cities with the lowest population in Figure 8.

*Figure 8: Sample C Violent Crime Data based on Top 3 Largest and Top 3 Smallest Cities by Population for Violent Crime Rates in 2016 per 100,000*

City Name	Sanctuary Status	Population	Violent Crime Rate 2016 per 100,000
<b>New York City</b>	Yes	8,405,837	584
<b>Los Angeles</b>	Yes	3,884,307	742
<b>Houston</b>	Yes	2,195,914	1,091
<b>Montgomery</b>	No	372,661	326
<b>Jackson</b>	No	159,287	257
<b>Columbia</b>	No	134,489	830

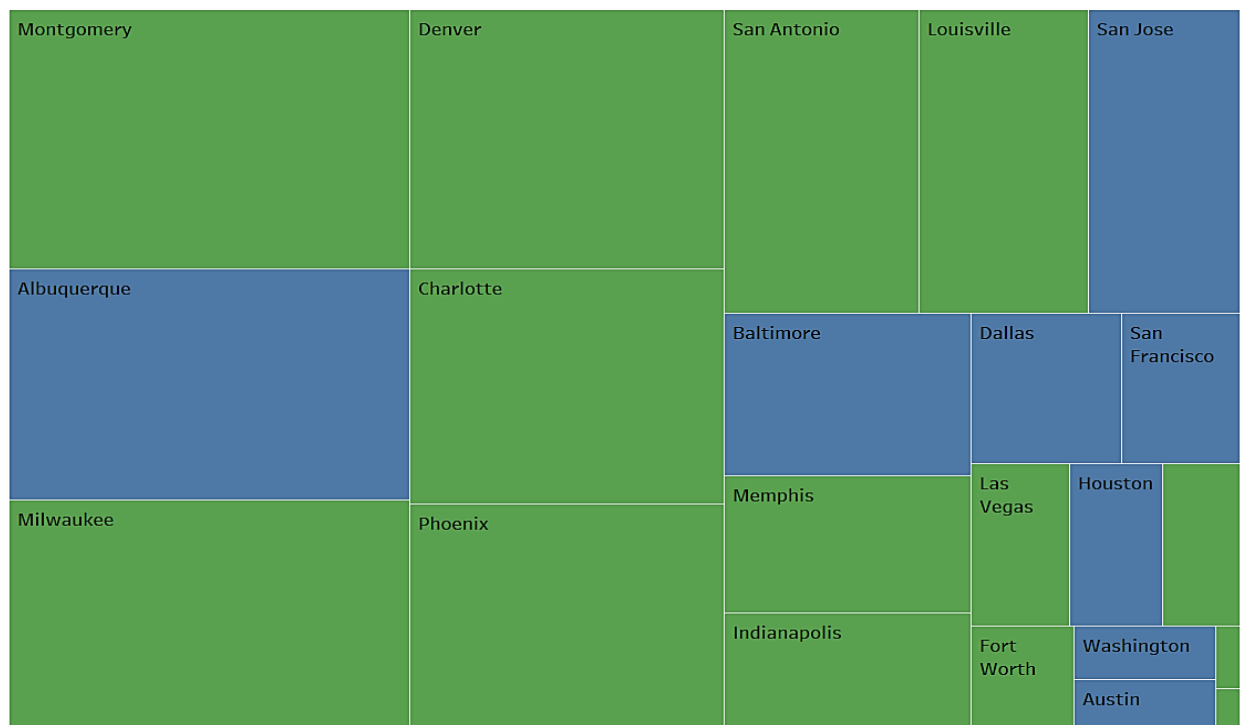
In Figure 8, the number of violent crime rates per 100,000 fluctuate between the cities listed, with the largest rate for Houston (SC) at 1,091 followed by Columbia (NS) at 830, which is the city listed with the smallest population and Los Angeles (SC) at 742, which is the second largest city in the set. Using this chart as a baseline, there doesn't seem



to be a relationship between sanctuary city designation and the violent crime rates because of the major variations between designation and violent crime rates.

Taking the data on violent crime a step further, growth rate over time was calculated and assessed for each city in the sample. Figure 9 illustrates the growth rate of violent crime for each city. The sizes of the squares represent the relative size of the growth rate for violent crime from 2010 to 2016 by city. The squares depict cities that have had a positive growth rate overtime and does not include those that have decreased. The larger squares depict cities that have had the largest growth in violent crime over time while the smaller squares represent minimal growth.

Figure 9: Violent Crime Growth Rate from 2010-2016 by City



City. Color shows details about Sanctuary Status Clusters. Size shows sum of Violent Crime Growth/Time. The marks are labeled by City. The data is filtered on sum of Murder Growth Rate/Time, which includes greater than and or equal to 2.225073859e-308 and keeps Null values. The view is filtered on Sanctuary Status Clusters, which keeps Los Angeles, New York City, Not a Sanctuary City and Sanctuary City.

**Sanctuary Status Clusters**

- Not a Sanctuary City
- Sanctuary City

Figure 9 shows that most of the cities with a positive growth rate for violent crime fall within the non-sanctuary city categorization. In comparing the sizes of the squares in the diagram, NS cities have higher growth rates in violent crime over the last six years. When comparing the independent variables, non-sanctuary versus sanctuary city designation, to the first dependent variable, violent crime rate, sanctuary cities have less violent crimes overall based on the sample provided.

### *Murder Rates*

To analyze murder rates by city from 2010-2016, similar data analysis techniques to those applied to violent crime data were used for a comprehensive evaluation of information across crime rate categories. The chart for murder rates paints a different picture than that of violent crime when relating rates over time for each city. Figure 10 illustrates that sanctuary cities have a greater number of murder rates, specifically in Detroit (SC) and Baltimore (SC). However, in examining cities with similar population ranges across the set of cities, there are different results depicted. For consistency, the cities evaluated are the same as those evaluated in Sample A (Figure 6), Sample B (Figure 7), and Sample C (Figure 8).

Figure 10: Murder Rates by city 2010-2016

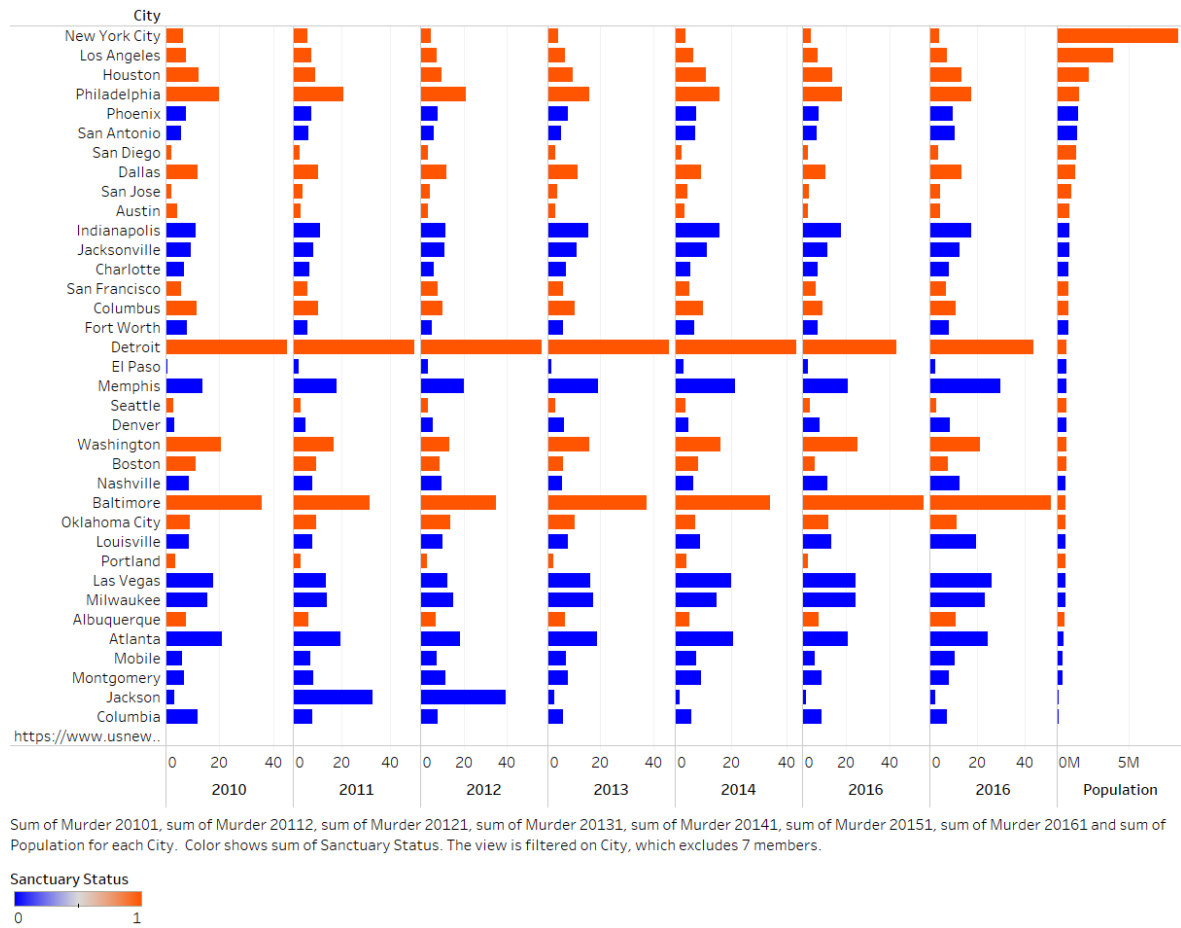


Figure 11: Sample A of Cities sorted by Population Size Comparing Murder Rate in 2016 per 100,000 persons

City Name	Sanctuary Status	Population	Murder Rate 2016 per 100,000
<b>Austin</b>	Yes	885,400	4
<b>Indianapolis</b>	No	843,393	18
<b>Jacksonville</b>	No	842,583	13
<b>Charlotte</b>	No	842,051	8
<b>San Francisco</b>	Yes	837,442	7
<b>Columbus</b>	Yes	822,553	11

In Figure 11, the cities with the highest murder rates are Indianapolis (NS) at 18 per 100,000 and Jacksonville (NS) at 13. The lowest on the list are Austin (SC) at four and San Francisco (SC) at seven. Figure 12 demonstrates comparable results where Memphis (NS) has the highest murder rate at 30, followed by Washington, DC (SC) at 21 and Nashville (NS) at 13. Seattle (SC) at three and Boston (SC) at 8 have the lowest rates.

*Figure 12: Sample B of Cities sorted by Population Size Comparing Murder Rates in 2016 per 100,000 persons*

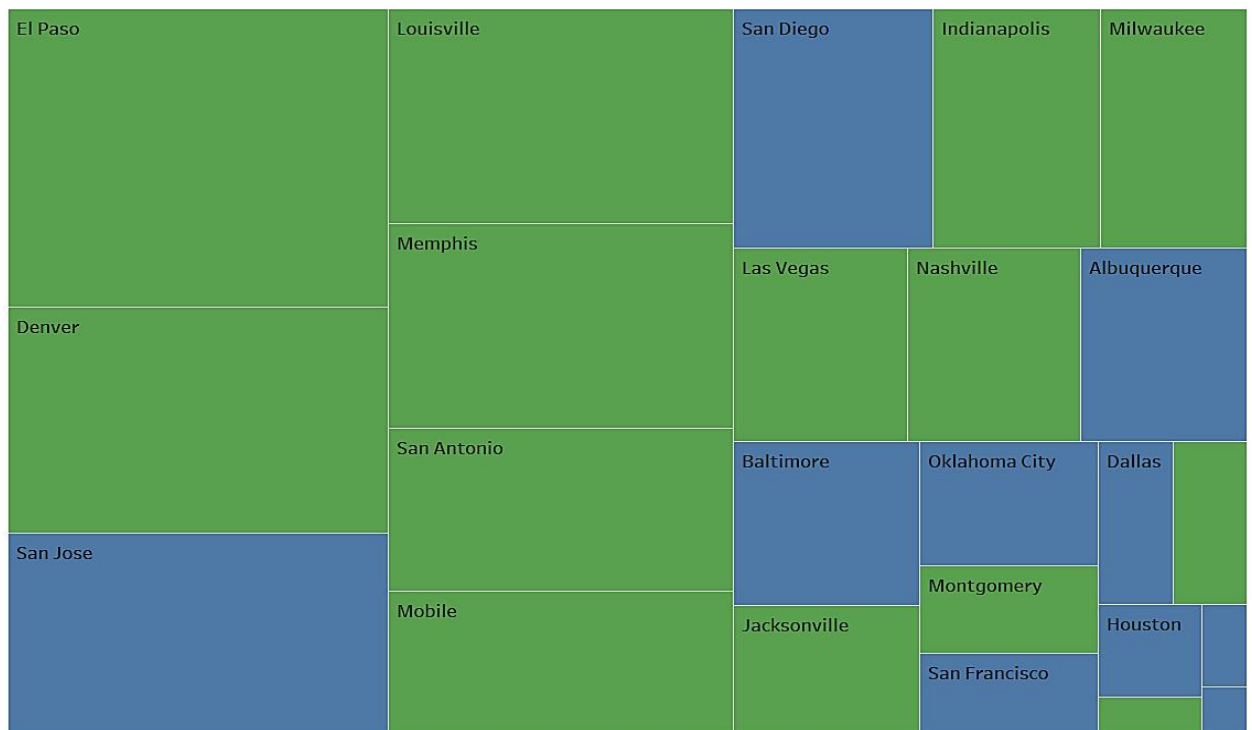
City Name	Sanctuary Status	Population	Murder Rate 2016 per 100,000
<b>Memphis</b>	No	653,450	30
<b>Seattle</b>	Yes	652,405	3
<b>Denver</b>	No	649,495	9
<b>Washington, DC</b>	Yes	646,449	21
<b>Boston</b>	Yes	645,966	8
<b>Nashville</b>	No	634,464	13

*Figure 13: Sample C Violent Crime Data based on Top 3 Largest and Top 3 Smallest Cities by Population for Murder Rates in 2016 per 100,000*

City Name	Sanctuary Status	Population	Murder Rate 2016 per 100,000
<b>New York City</b>	Yes	8,405,837	4
<b>Los Angeles</b>	Yes	3,884,307	8
<b>Houston</b>	Yes	2,195,914	14
<b>Montgomery</b>	No	372,661	8
<b>Jackson</b>	No	159,287	3
<b>Columbia</b>	No	134,489	2

Figure 13 provides a clear example of the data, given the proximity of numerical values for the three largest and three smallest cities in the sample set. The largest murder rate in sample C is Houston at 14, but the next largest is a rate of eight which is shared by Montgomery (NS) and Los Angeles (SC). The smallest is 2 shared by Columbia (NS) and Atlanta (NS). Figure 12 illustrates the growth rate from 2010 to 2016 for murder per city. The results from this analysis demonstrate that cities with sanctuary status have a smaller growth rate over all than those that do not. The largest murder growth rate numbers in the sample are for El Paso (NS) at 22.63%, Denver (NS) at 17.19%, San Jose (SC) at 15.30%, Louisville (NS) at 14.80%, and Memphis (NS) at 14.06%. Of the top 10 cities with the highest growth rates, only two are sanctuary cities.

Figure 14: Murder Growth Rate from 2010-2016 by City



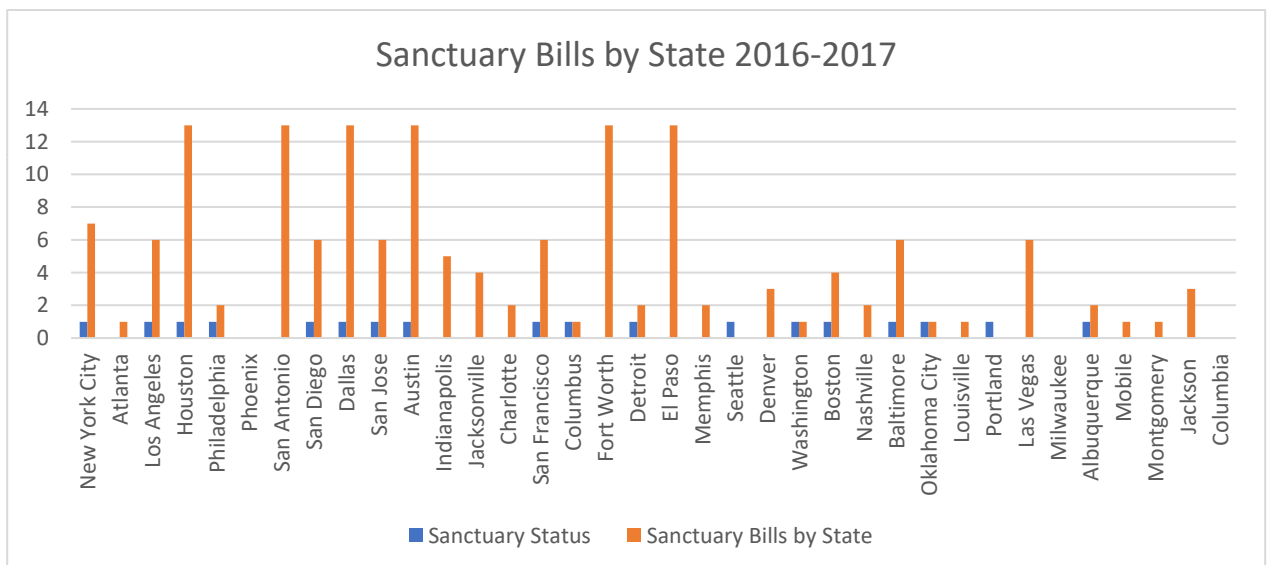
City. Color shows details about Sanctuary Status Clusters. Size shows sum of Murder Growth Rate/Time. The marks are labeled by City. The view is filtered on sum of Murder Growth Rate/Time, City and Exclusions (City, Sanctuary Status Clusters). The sum of Murder Growth Rate/Time filter includes greater than and or equal to 0.0000 and keeps Null values. The City filter keeps 25 of 37 members. The Exclusions (City, Sanctuary Status Clusters) filter keeps 36 members.

Sanctuary Status Clusters  
 ■ Not a Sanctuary City  
 ■ Sanctuary City

Overall, in the three sample sets from the larger group, there was not a consistent relationship between murder rate and sanctuary city designation. Each chart demonstrated varying numbers of murder rates based on the population sizes, especially considering Figure 13, which compared the top three to the smallest three cities based on population size. This conclusion supports the hypothesis measures that sanctuary cities will not have a larger number of murder rates in comparison to cities with similar population sizes. Evaluating Figure 14 also validates the conclusion drawn given that the cities with the largest growth rates in murder over time are non-sanctuary cities.

### *Sanctuary Status Legislation by State*

The last dependent variable identified in the study is legislation related to sanctuary status from 2016 to 2017. As was mentioned, the data for this part of the study was collected by NCSL and is summarized in Figure 15 below. Based on the chart, there is a relatively even distribution in the number of bills put forth by Congress across the cities investigated. Table 1 in the Appendix is a replica of the NCSL table on Sanctuary Status Bills published on May 28, 2017 but only includes information available for the states that



are part of this study. The table provides the full scope of the state, bill number, title, current disposition, and the summary of the proposed legislation.

A condensed summary of the legislation in Table 1 is shown below in Figure 16 to provide a snapshot of the information at the state-level related to policy on sanctuary status. The designation of in favor or against in the table is based on an overview of all proposed legislation for each state and should not be used as a sole threshold or definitive comparison. Figure 16 is provided for a high-level image of proposed policies. Unless otherwise designated, all sanctuary city legislation referred to below is pending and further analysis of current status of the bills is outside the scope of this paper.

*Figure 16: Snapshot of Information related to Bills on Sanctuary Status—Note: \* designates states within which there is a sanctuary city being investigated as part of the study*

State Name	In favor of Sanctuary Cities	Against Sanctuary Cities	No. of Legislation	Notes
<b>Alabama</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	1	Public higher education institutions must comply w/immigration law or lose funds
<b>Arizona</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	2	Prohibits sanctuary policies at higher education institutions and at the municipal level
<b>California*</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	6	Ensure worker protection; bill to convene working group to identify repercussions of loss of federal funding; repeals cooperation with ICE for Juvenile Justice, State hospitals, and State Developmental Services. <i>2 Bills Enacted (3/6/17 &amp; 3/30/17)</i>
<b>Colorado</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	3	Protection of residents from federal overreach based on status; government accountable for creating SC policies
<b>District of Colombia*</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	1	Committed to promoting human rights and well-being of residents, workers and visitors

				<i>1 Bill Enacted (3/7/17)</i>
<b>Florida</b>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4	Two in favor and two against
<b>Georgia</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	1	Penalties for violations including enforcement against private postsecondary institutions <i>1 Bill Enacted (4/27/17)</i>
<b>Indiana</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	3	Enables action to be taken with immigration information <i>1 Bill Enacted (5/2/17)</i>
<b>Kentucky</b>	<input type="checkbox"/>	<input type="checkbox"/>	1	Failed
<b>Massachusetts*</b>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	6	Three in favor and three against
<b>Maryland*</b>	<input type="checkbox"/>	<input type="checkbox"/>	4	Failed
<b>Michigan</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	2	Creates sanctuary policy prohibition act
<b>Mississippi</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	3	Invalidates all sanctuary city policy <i>1 Bill Enacted (3/27/17)</i>
<b>Nevada</b>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	6	Prohibit sanctuary cities; restrictions for state and local government agencies from performing actions relating to immigration enforcement
<b>New Mexico*</b>	<input type="checkbox"/>	<input type="checkbox"/>	2	Failed
<b>New York*</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	7	Prohibits detention of individuals based only on violation of federal immigration law; prohibits use of coercion to expose immigration status
<b>North Carolina</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	2	Withholds state funds for violations in the prohibition of sanctuary cities
<b>Ohio*</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	1	Local governments must comply with federal government
<b>Oklahoma*</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	1	Prohibits certain governing bodies from enacting or adopting sanctuary policies
<b>Oregon*</b>	<input type="checkbox"/>	<input type="checkbox"/>	0	



<b>Pennsylvania*</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	2	Provides for restriction on municipal regulation of official and employee communications relating to immigration status
<b>South Carolina</b>	<input type="checkbox"/>	<input type="checkbox"/>	0	
<b>Tennessee</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	2	Prohibits enacting or adopting sanctuary policies; authorizes a compliant system
<b>Texas*</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	13	Enforcement of state and federal immigration laws; requests sheriffs' office to comply with immigration detainers issued by ICE; peace office enforcement of federal immigration law at places of worship, hospitals, public schools, and courthouses
<b>Washington*</b>	<input type="checkbox"/>	<input type="checkbox"/>	0	
<b>Wisconsin</b>	<input type="checkbox"/>	<input type="checkbox"/>	0	

Figure 16 contains information on the 26 states identified in this study: 4 states have not proposed legislation related to sanctuary status, 14 states have submitted bills against sanctuary cities (3 bills were enacted in 2017), 8 states introduced legislation in favor of sanctuary status (3 bills were enacted in 2017), and 3 states proposed legislation that failed. Based on the table, the number of Congressmen submitting legislation against sanctuary status is almost double that of those in favor. It should also be noted that the number of bills related to sanctuary status has been submitted 63.5% of the time by Republicans and 36.5% by Democrats. Furthermore, the table establishes that a number of states with current sanctuary jurisdiction are marked as having legislation pending against those with sanctuary status.

Of all legislative summaries included, only the summary of New York City explicitly prohibits the enforcement of aspects of federal immigration law within the state. Other states that support sanctuary jurisdictions do not explicitly have pending legislation that prohibits ICE from conducting work within the state: the legislation only seeks to protect the rights of the individuals by not requesting citizenship information at different points of access with government officials. This falls in line with the predicted results in support of the hypothesis. The hypothesis measure table predicted that sanctuary status legislation would not explicitly prohibit ICE from working with law enforcement agencies, which has been true in all except for one city. The other provisions, as mentioned, provide limitations and require probable cause for cooperation with ICE, similar to the processes outlined in criminal investigations.

There were two state-wide legislative pieces adopted in 2017 relating to sanctuary cities: 1) Governor Abbott passed a bill prohibiting sanctuary cities in the state of Texas and 2) Governor Jerry Brown passed a bill that made California a sanctuary state, treating schools, court houses and hospitals as safe zones against ICE. Future researchers should identify the effects of each legislative process in Texas and California on sanctuary status and public safety for tangible impacts. As these legislative pieces were approved within the last year or so and the legislation in Texas is being disputed by several large cities, it is too early to identify significant implications.

## Conclusion

Throughout the study, we have sought to identify whether sanctuary cities pose a public safety concern to Americans. The Trump administration has pinned a spotlight on these jurisdictions enacting an executive order with a goal to withdraw federal funding

from states that did not comply. Sanctuary city designation was used as the focal point of this study to evaluate its impact, if any, on two dependent variables: crime rates, specifically violent crime and murder, and legislation on sanctuary status related to federal immigration enforcement. Based on the current political climate and literature presented in regarding these jurisdictions, the following was hypothesized:

Hypothesis: Sanctuary cities do not pose a threat to public safety. Since the designation does not pose a security threat to the community at large, it does not fit the criteria of a national security concern at the Executive/Presidential level.

The table below is a copy of the expectations of results table from the methods section evaluating the measures for public safety in favor and against the proposed hypothesis.

Hypothesis True	Hypothesis False
<ul style="list-style-type: none"> <li>•Quantitative: <ul style="list-style-type: none"> <li>•Crime rate for murder will be similar for cities with similar populations</li> <li>•Crime rate for violent crime will be similar for cities with similar populations</li> </ul> </li> <li>•Qualitative <ul style="list-style-type: none"> <li>•Sanctuary cities will have legislation that does not restrict federal immigration enforcement</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>•Quatitative: <ul style="list-style-type: none"> <li>•Crime rate for murder will be higher in sanctuary cities compared to cities with similar populations</li> <li>•Crime rate for violent crime will be higher in sanctuary cities compared to cities with similar populations</li> </ul> </li> <li>•Qualitative <ul style="list-style-type: none"> <li>•Sanctuary cities will have legislation that does restrict federal immigration enforcement</li> </ul> </li> </ul>

Based on violent crime rate data, the results were not higher in sanctuary cities. When examined using three sample subset groups, Figure 6, Figure 7 and Figure 8, cities with sanctuary jurisdiction did not have significantly higher numbers of violent crime per 100,000 persons. This result supports the ‘hypothesis true’ projection. The same holds in evaluating murder rate data. The cities without sanctuary status did not have lower rates and in several cases, had results comparable to that of sanctuary cities. Based on the crime statistics identified per 100,000 persons in each city, the results are in line with the

hypothesis that crime rate data based on population size does not correlate with sanctuary city designation.

Additionally, the data for crime rates was analyzed using growth rates over time from 2010 to 2016 for each city. In comparing the growth rate of both violent crime and murder statistics over time, it was evident that the cities with larger crime growth rates were those that did not have the sanctuary city designation. Figure 9 and Figure 11 clearly illustrate the relationship between each city in relation to growth rate percentages. This result is also in support of the hypothesis. Should the administration want to decrease crime rates in these cities they will need to identify casual factors that impact crime statistics because the results demonstrate that sanctuary status does not have a causal relation to growth in crime rate. The data suggests a low likelihood of minimizing crime rates by removing sanctuary status designation.

Lastly, in evaluating current legislation related to sanctuary city status, all but one state included explicit language in their sanctuary legislation that would hinder the ability of ICE and federal immigration officers to conduct their duties within the state. The other states that allowed sanctuary jurisdictions upheld the confidentiality of their inhabitants by prohibiting government agencies and institutions from providing information to federal immigration officers without a warrant and/or stated probable cause. These states did not however prevent or hinder the work of immigration officers, they restricted the distributed of immigration status without probable cause. This finding is also in line with the expected results in support of the hypothesis.

After evaluating all parts of the hypothesis, both variables examined fall in line with the expected hypothesis. Based on the variables outlined, classifying sanctuary

jurisdictions as a critical part of national security and a public security threat does not fall in line with the objectives and aspirations of national homeland security strategy. National strategy historically has outlined international and domestic national objectives and motivations of the administration. Within the domestic realm, the categories included in have most commonly been those that pose public safety concerns, generally terrorism and counter terrorism efforts but not public safety at the local community level. The results of the study also suggest that the targeting of these jurisdiction during “periods of perceived crisis for U.S. national security” is occurring once again and should be checked to ensure that the politicization of immigration does not interfere with the protections of noncitizens residing in the U.S. (Ridgley 2008, 54).

### *Suggestions for Future Research*

The analysis drawn from this study opens the door to several follow up questions regarding implications that can be identified based on the results. Future scholars that wish to continue this research should dedicate time to creating an independent non-partisan list of sanctuary cities based on a set definition. Sources for identifying which cities qualify as sanctuary localities were expansive and subjective thus a nonpartisan list would be useful for further investigations. Furthermore, the crime data presented in this study did not support the claim that sanctuary cities are distinctively a ‘hot bed for criminals’ as crime rates were not significantly different in non-sanctuary cities. Researchers and interested parties may seek to investigate whether there are systemic reasons for increases in crime as solely identifying the ‘sanctuary city’ designation will not provide an answer.

In addition, researchers should consider the development of the legislation identified in the study to determine whether provisions added, amendments, new

legislation, and approved legislation includes restrictions to federal immigration legislation enforcement capabilities within the state. To expand the analysis provided by this study, incorporating a two-state case study would be useful to analyze implication of the first sanctuary state, California, and non-sanctuary state, Texas. Texas is currently undergoing judicial proceedings to determine the constitutionality of the governor’s proclamation that Texas is a non-sanctuary state, thus the findings of the proceedings would be critical in the study of sanctuary cities.

## Appendix

*Table 1: Violent Crime Rate per 100,000 persons by City<sup>5</sup>*

City	Sanctuary Status	2016	2015	2014	2013	2012	2011	2010	Violent Crime Growth Rate
<b>Mobile</b>	0	412	369	359	371	317	390	410	0.07%
<b>Montgomery</b>	0	326	280	281	415	222	190	214	7.28%
<b>Phoenix</b>	0	707	612	578	627	625	535	529	4.96%
<b>Denver</b>	0	708	708	613	629	596	571	507	5.73%
<b>Jacksonville</b>	0	653	667	695	623	616	615	649	0.11%
<b>Atlanta</b>	0	1143	1162	1245	1232	1346	1361	1284	-1.91%
<b>Indianapolis</b>	0	1412	1319	1277	1242	1179	1087	1253	2.01%
<b>Louisville</b>	0	758	705	657	597	654	670	612	3.62%
<b>Jackson</b>	0	257	258	188	232	1047	1017	200	4.23%
<b>Las Vegas</b>	0	2240	2383	2134	1885	1922	1792	2096	1.12%
<b>Charlotte</b>	0	785	714	600	605	621	568	580	5.19%
<b>Columbia</b>	0	830	787	747	708	808	808	971	-2.59%
<b>Memphis</b>	0	1828	1752	1744	1667	1761	1582	1589	2.36%
<b>Nashville</b>	0	1162	1142	1146	1042	1190	1141	1103	0.88%
<b>San Antonio</b>	0	763	610	547	627	493	499	599	4.13%
<b>Fort Worth</b>	0	566	550	560	558	571	576	542	0.74%
<b>El Paso</b>	0	398	373	396	374	424	424	424	-1.07%

<sup>5</sup> Violent Crime Statistics collected from FBI Crime Reports Table 8 “Offenses Known to Law Enforcement by State by City” for years 2016, 2015, 2014, 2013, 2012, 2011, and 2010

<b>Milwaukee</b>	0	1533	1597	1477	1366	1293	995	1054	6.43%
<b>Los Angeles</b>	1	742	648	494	425	477	516	553	5.02%
<b>San Diego</b>	1	393	412	385	391	408	376	414	-0.86%
<b>San Jose</b>	1	389	340	677	322	355	321	322	3.21%
<b>San Francisco</b>	1	739	801	807	844	690	642	686	1.25%
<b>Washington</b>	1	1193	1251	1208	1219	1152	1076	1155	0.54%
<b>Baltimore</b>	1	1770	1534	1342	1402	1413	1428	1497	2.82%
<b>Boston</b>	1	738	728	735	780	815	813	901	-3.27%
<b>Detroit</b>	1	1990	1720	1977	2106	2180	2214	2465	-3.50%
<b>Albuquerque</b>	1	1112	963	879	770	739	749	764	6.45%
<b>New York City</b>	1	584	596	602	623	630	609	577	0.22%
<b>Columbus</b>	1	547	563	555	592	592	630	663	-3.14%
<b>Oklahoma City</b>	1	823	791	783	819	896	837	869	-0.89%
<b>Portland</b>	1	519	498	478	483	508	498	501	0.60%
<b>Philadelphia</b>	1	1000	1039	1025	1099	1149	1176	1193	-2.90%
<b>Houston</b>	1	1091	1002	1002	956	984	951	1024	1.06%
<b>Dallas</b>	1	801	719	672	662	666	662	728	1.59%
<b>Austin</b>	1	441	395	404	353	385	392	428	0.49%
<b>Seattle</b>	1	658	752	613	576	574	562	539	3.39%

Table 2: Murder Rate per 100,000 persons by City<sup>6</sup>

City	Sanctuary Status	2016	2015	2014	2013	2012	2011	2010	Violent Crime Growth Rate
<b>Mobile</b>	0	11	6	7	7	8	7	6	9.88%
<b>Montgomery</b>	0	8	9	9	8	12	8	7	3.09%
<b>Phoenix</b>	0	10	7	8	8	8	8	8	3.76%
<b>Denver</b>	0	9	8	5	6	6	5	3	17.19%
<b>Jacksonville</b>	0	13	12	11	11	11	8	9	4.80%
<b>Atlanta</b>	0	25	21	21	19	19	20	21	2.99%
<b>Indianapolis</b>	0	18	18	16	15	12	11	11	8.05%
<b>Louisville</b>	0	20	13	9	8	10	8	9	14.80%
<b>Jackson</b>	0	3	2	2	3	40	33	3	-3.65%
<b>Las Vegas</b>	0	26	24	20	16	13	14	18	6.71%
<b>Charlotte</b>	0	8	7	6	7	6	7	7	2.39%

<sup>6</sup> Murder Rate Statistics collected from FBI Crime Reports Table 8 “Offenses Known to Law Enforcement by State by City” for years 2016, 2015, 2014, 2013, 2012, 2011, and 2010

Columbia	0	7	9	6	6	8	8	12	-7.53%
Memphis	0	30	21	21	19	20	18	14	14.06%
Nashville	0	13	11	6	6	10	8	9	6.66%
San Antonio	0	11	7	7	5	6	6	6	11.15%
Fort Worth	0	8	7	7	6	6	6	8	0.78%
El Paso	0	3	3	3	1	3	2	1	22.63%
Milwaukee	0	23	24	15	17	15	14	16	6.99%
Los Angeles	1	8	7	7	6	8	8	8	0.00%
San Diego	1	4	3	2	3	3	3	2	9.50%
San Jose	1	5	3	5	4	5	4	2	15.30%
San Francisco	1	7	6	5	6	8	6	6	2.91%
Washington	1	21	25	16	16	14	17	20	0.74%
Baltimore	1	51	55	34	37	35	32	36	6.09%
Boston	1	8	6	8	6	9	10	11	-6.43%
Detroit	1	44	43	43	46	56	50	45	-0.38%
Albuquerque	1	11	8	5	7	7	6	7	6.42%
New York City	1	4	4	4	4	5	6	6	-7.53%
Columbus	1	11	9	10	10	10	11	11	-0.54%
Oklahoma City	1	11	12	7	10	14	9	9	4.42%
Portland	1	0	3	4	2	3	3	4	-32.94%
Philadelphia	1	18	18	16	16	21	21	20	-1.88%
Houston	1	14	14	11	10	10	9	12	1.89%
Dallas	1	14	11	9	11	12	11	12	2.44%
Austin	1	4	3	4	3	4	3	4	0.43%
Seattle	1	3	4	4	3	4	3	3	0.00%

Table 3: City Designations by Sanctuary Status and Sanctuary Bills

State	City	Sanctuary Status	Sanctuary Bills by State	Sanctuary Status Designation by Year <sup>7</sup>
Alabama	Mobile	0	1	N/A
Alabama	Montgomery	0	1	N/A
Arizona	Phoenix	0	0	N/A
Colorado	Denver	0	3	N/A

<sup>7</sup> Unless otherwise noted, the years listed have been collected from The Original list of Sanctuary Cities, USA, last updated on January 21, 2018.



<b>Florida</b>	Jacksonville	0	4	N/A
<b>Georgia</b>	Atlanta	0	1	N/A
<b>Indiana</b>	Indianapolis	0	5	N/A
<b>Kentucky</b>	Louisville	0	1	N/A
<b>Mississippi</b>	Jackson	0	3	N/A
<b>Nevada</b>	Las Vegas	0	6	N/A
<b>North Carolina</b>	Charlotte	0	2	N/A
<b>South Carolina</b>	Columbia	0	0	N/A
<b>Tennessee</b>	Memphis	0	2	N/A
<b>Tennessee</b>	Nashville	0	2	N/A
<b>Texas</b>	San Antonio	0	13	N/A
<b>Texas</b>	Fort Worth	0	13	N/A
<b>Texas</b>	El Paso	0	13	N/A
<b>Wisconsin</b>	Milwaukee	0	0	N/A
<b>California</b>	Los Angeles	1	6	1979
<b>California</b>	San Diego	1	6	2013
<b>California</b>	San Jose	1	6	2011 <sup>8</sup>
<b>California</b>	San Francisco	1	6	1985
<b>D.C.</b>	Washington	1	1	2010
<b>Maryland</b>	Baltimore	1	6	2008
<b>Massachusetts</b>	Boston	1	4	2014
<b>Michigan</b>	Detroit	1	2	2007
<b>New Mexico</b>	Albuquerque	1	2	1986
<b>New York</b>	New York City	1	7	1989
<b>Ohio</b>	Columbus	1	1	2007
<b>Oklahoma</b>	Oklahoma City	1	1	2007
<b>Oregon</b>	Portland	1	0	2007
<b>Pennsylvania</b>	Philadelphia	1	2	2009 <sup>9</sup>
<b>Texas</b>	Houston	1	13	1992
<b>Texas</b>	Dallas	1	13	2016
<b>Texas</b>	Austin	1	13	2007
<b>Washington</b>	Seattle	1	0	2003

<sup>8</sup> “On October 5, 2017, Governor Jerry Brown signed a bill that makes California a "sanctuary state." In spite of this, it does not bar local and state agencies from cooperating with ICE regarding certain illegal criminals and ICE is still free to carry out raids targeting illegal aliens within the state.” [80] 2011-  
<http://www.robertreeveslaw.com/blog/sanctuary-city/>

<sup>9</sup> “Philadelphia's Mayor signed an Executive Order in November 2009 that provided additional protections to illegal aliens in the city. However, the City of Philadelphia does have an existing Preliminary Arraignment Reporting System (PARS) agreement with ICE. Mayor Nutter objects to the PARS computer technology agreement which is now up for renewal. The Mayor apparently believes that the access of data by ICE will result in increased immigration violation investigations and deportations.” The Original list of Sanctuary Cities, 2018.

Table 4: Condensed NCSL Sanctuary Status Bills List for States 2016-2017

State Bill No.	Author	Title	Current Disposition	Summary
<b>AL 100</b>	Williams P - R	Americans First Act	Pending	Creates the Americans First Act, relates to the Beason Hammon Alabama Taxpayer and Citizen Protection Act, clarifies that two-year and four-year public institutions of higher education, and public institutions of higher education with constitutionally created boards of trustees, are subject to the act.
<b>AR 1042</b>	Smith B-R	Sanctuary Policies at State Supported Institutions	Pending	Prohibits sanctuary policies at state-supported institutions of higher education
<b>AR 14</b>	Stubblefield-R	Municipal Sanctuary Policies	Pending	Prohibits municipal sanctuary policies
<b>CA 22</b>	de Leon- D	Immigration Enforcement	Adopted 3/6/17	Calls upon Secretary Kelly to take affirmative steps, including public commitment to the sensitive locations policy, staff training, investigation or reports of past and future violations of the policy, including, but not limited to, investigating the incidents detailed in this resolution, and pursuing disciplinary action against personnel found to have violated the policy
<b>CA 28</b>	Gipson- D	Federal Actions	Adopted 3/30/17	Opposes any federal actions that would impose right-to work requirements or compromise California's ability to act independently in ensuring worker protection. Relates to safeguards of current provisions for health care affordability, immigrant opportunity, and worker protection.

<b>CA 1252</b>	Allen T-R	State Law: Immigration: Local Government: Grants	Pending	Repeals certain state law provisions. Enacts Promoting Cooperative Law Enforcement to Detain Criminal Aliens and eliminate sanctuary Jurisdiction Act of 2017. Prohibits city and or county designated as sanctuary jurisdiction from receiving grant funding from state. Requires the Attorney General to determine annually whether city and or county is sanctuary jurisdiction and provide notice. Authorizes a resident to bring a civil action.
<b>CA 440</b>	Gipson- D	State Government: Department of Finance	Pending	Requires the Department of Finance to convene a working group to create a report on the anticipated fiscal impact to cities if federal funding is reduced or eliminated for those cities because of being identified as a sanctuary city. Requires the report to be published on the department's Internet Web site.
<b>CA 613</b>	De Leon- D	Immigration Status	Pending	Repeals provisions of existing law requiring the Division of Juvenile Justice to cooperate with the United States Bureau of Immigration in deportation of aliens who are committed to it, the State Department of State Hospitals to cooperate in deportation of aliens who are confined in, admitted to, or committed to any state hospital, and the State Developmental Services to Cooperate with deportation of aliens who are in any state hospital.

<b>CA 1690</b>	Judiciary Cmt	Personal Rights: Compensatory Relief	Pending	Finds and declares that for purposes of enforcing consumer protection laws, a person's immigration status is irrelevant to the issue of liability, and that no inquiry shall be permitted into a person's immigration status, unless it is necessary in order to comply with federal immigration law.
<b>CO 1134</b>	Williams- R	Sanctuary Jurisdiction Policies	Pending	Concerns holding Colorado government accountable for creating sanctuary jurisdiction policies.
<b>CO 1230</b>	Salazar- D	Protect Residents from Federal Government Overreach	Pending	Concerns protection for residents from federal government overreach based on a person's status, prohibits a state or political subdivision from providing the race, ethnicity, national origin, immigration status, or religious affiliation of a resident to the federal government without determining it is for a legal and constitutional purpose, aiding or assisting the government in creating, maintaining, or updating a registry for the purpose of identifying residents based on race, ethnicity, nationality.
<b>CO 281</b>	Marble- R	Sanctuary Jurisdiction Policies	Pending	Concerns holding Colorado government accountable for creating sanctuary jurisdiction policies, enacts the Colorado Citizen Protection Against Sanctuary Policies Act, provides that addressing sanctuary jurisdictions is a matter of statewide concern, provides for the state and political subdivisions to comply with federal immigration laws, prohibits access by any jurisdiction, official, or employee from sending or receiving information regarding the citizenship or immigration

				status of an individual.
<b>DC 75</b>	White- D	Human Rights	Adopted	Declares the sense of the Council that the District of Columbia is committed to promoting the human rights and well-being of all its residents, workers, and visitors, and to call on the federal government to do the same.
<b>FL 697</b>	Metz- R	Federal Immigration Enforcement	Pending	Relates to federal immigration enforcement, designates act Rule of Law Adherence Act, prohibits sanctuary policies, requires state and local governmental agencies to comply with and support enforcement of federal immigration law, provides requirements concerning immigration detainees and certain arrested persons, prohibits restrictions on transfer of certain information related to enforcement of immigration law.

<b>FL 1407</b>	Smith- D	Enforcement of Federal Laws	Pending	Relates to enforcement of federal Laws, prohibits state and local law enforcement agencies, school officers, and security agencies, from certain actions for purposes of immigration enforcement, requires agencies to review and revise confidentiality policies, prohibits agencies from making inquiry or recording information concerning persons immigration status, requires AG, certain educational institutions, hospitals, and courthouses to develop and publicize certain policies.
<b>FL 786</b>	Bean- R	Federal Immigration Enforcement	Pending	Relates to federal immigration enforcement, cites this act as the Rule of Law Adherence Act, prohibits sanctuary policies, requires state entities, local governmental entities, and law enforcement agencies to comply with and support the enforcement of federal immigration law, prohibits restrictions by such entities and agencies on taking certain actions with respect to information regarding a person's immigration status.
<b>FL 1674</b>	Torres- D	Enforcement of Federal Laws	Pending	Relates to enforcement of federal Laws
<b>GA 37</b>	Ehrhart- R	Postsecondary Institutions and Sanctuary Policies	4/27/17 Enacted	Provides for definitions, provides that private postsecondary institutions in this state shall not adopt sanctuary policies, provides for penalties for violations, provides for related matters, repeals conflicting laws, relates to federal official or law enforcement officers, relates to customs and immigration, provides for the withholding of state funding or state administered federal funding

				for violations, relates to scholarships, loans and grants.
<b>IN 423</b>	Young M- R	Sanctuary Policies	5/2/17 Enacted	Relates to sanctuary policies and postsecondary educational institutions, prohibits a postsecondary educational institution from enacting or implementing an ordinance, a resolution, a rule, or a policy that prohibits or in any way restricts an employee of the postsecondary educational institution from taking certain actions with regard to information of the citizenship or immigration status of an individual.
<b>IN 1030</b>	Lucas- R	Enforcement of Federal Immigration Law	Failed	Relates to enforcement of federal immigration laws, adds state educational institutions and bodies corporate and politic to the entities prohibited from restricting the enforcement of federal immigration laws, provides that if a valid complaint is filed with the attorney general by an Indiana resident, the agency that is the subject of the complaint may not receive any state funds, grants, loans, or appropriations until the attorney general determines that the agency's violation has ceased.

<b>IN 563</b>	Melton- D	Moratorium on Privately Operated Facilities	Failed	Relates to moratorium on privately operated facilities, prohibits the department of correction from contracting with a private organization for the incarceration of committed persons or immigration detainees in a facility owned by the private organization, and for the operation by the private organization of a correctional facility or immigration detention center owned by the state.
<b>KY 501</b>	Bechler- R	Immigration Law Enforcement	Failed	Requires local law enforcement agencies and Kentucky State Police to enforce immigration laws, defines sanctuary and sanctuary policy, prohibits local governments from adopting sanctuary policies, establishes hearing procedures for determination of sanctuary status, withholds state funding from sanctuaries, establishes vicarious liability for local government officials of sanctuaries, prohibits postsecondary educational institutions from enrolling, employing, or contracting with illegal aliens.
<b>MA 1107</b>	Lombardo- R	Sanctuary Cities or Towns	Pending	Relates to withholding unrestricted general government aid to cities and towns that self-designate themselves as sanctuary cities or towns or fail to enforce the federal immigration laws.
<b>MA 3269</b>	Eldridge- D	Civil Rights and Safety of Residents	Pending	Protects the civil rights and safety of all Massachusetts residents.
<b>MA 709</b>	Matias- D	Civil Rights and Safety of all MA Residents	Pending	Protects the civil rights and safety of all residents.
<b>MA 3413</b>	Lombardo- R	Sanctuary Cities and Towns	Pending	Relates to sanctuary cities and towns.



<b>MA 779</b>	Pacheco- D	Employers and Federal Immigration Law Violations	Pending	Debars employers who violate federal immigration Laws from contracting with the Commonwealth.
<b>MD 598</b>	Miller W- R	Municipal Corporations	Failed	Requires local governments to fully comply with and support federal immigration law, prohibits local governments from restricting specified individuals from requesting, obtaining, sending, receiving, or maintaining specified immigration information, requires local governments to implement specified requirements and obligations in a manner that is consistent with federal immigration law and protects civil rights.
<b>MD 835</b>	Ramirez- D	Law Enforcement	Failed	Prohibits a specified government agent from taking specified actions for immigration enforcement purposes, prohibits a law enforcement official from stopping, arresting, searching, or detaining an individual for purposes of investigating a suspected immigration violation or inquiring about specified matters, requires the Attorney General, in consultation with stakeholders, to develop and adopt model policies for a specified purpose.
<b>MD 1074</b>	McDonough- R	Sanctuary Programs	Failed	Provides that a citizen of the United States who is a resident of the State shall have standing to file suit in the appropriate circuit court against an elected official who creates or maintains a sanctuary program in violation of the federal Immigration and Nationality Act for an injunction against the sanctuary program.

<b>MD 1362</b>	Morales- D	Law Enforcement	Failed	Prohibits a specified government agent from taking specified actions for immigration enforcement purposes, prohibits a law enforcement official from stopping, arresting, searching, or detaining an individual for purposes of investigating a suspected immigration violation or inquiring about specified matters, requires the Attorney General, in consultation with stakeholders, to develop and adopt model policies for a specified purpose.
<b>MI 4105</b>	Hornberger- R	Sanctuary Cities	Pending	Creates sanctuary policy prohibition act.
<b>MI 4334</b>	LaFave- R	Sanctuary Policy	Pending	Creates sanctuary policy prohibition act.
<b>MS 2710</b>	Tindell- R	Sanctuary Cities	3/27/17 Enacted	Prohibits a state agency, department, political subdivision of the State, county, municipality, university, college, community college or junior college, or any agent, employee or officer thereof from creating, planning, implementing, assisting, participating in, or enabling a sanctuary policy, provides that any sanctuary policy adopted in violation of this act shall be invalid and void from the date of its adoption or enactment, and for related purposes.
<b>MS 772</b>	Formby- R	Sanctuary Policies	Failed	Prohibits municipalities from implementing or adopting a sanctuary policy for illegal immigrants, provides certain definitions, provides that if a sanctuary policy is implemented or adopted by a municipality, then the Department of Revenue shall withhold ten percent of the sales tax revenue that would otherwise be payable

				to the municipality until such time the Department receives certain notice that the municipality no longer implements such policy.
<b>MS 848</b>	Monsour- R	Prohibition of Sanctuary Policies	Failed	Prohibits a state agency, department, political subdivision of this state, county, municipality, University, college, community college or junior college, or any agent, employee or officer thereof from creating, planning, implementing, assisting, participating in, or enabling a sanctuary policy, provides that any sanctuary policy adopted in violation of this act shall be invalid and void from the date of its adoption or enactment.
<b>NM 270</b>	Lopez- D	No Local Enforcement of Fed Immigration Law	Failed	Relates to law enforcement, prohibits state and local agencies from enforcing federal immigration laws, prohibits state and local agencies from requesting, investigating or denying benefits based on a person's immigration status, ethnicity or religion.
<b>NM 82</b>	Martinez Ri-D	Oppose Federal Immigration Orders	Failed	Expresses opposition to recently issued executive orders on border and immigration enforcement.
<b>NV 223</b>	Cancela- D	Immigration Enforcement	Failed	Restricts certain state and local governmental agencies from performing certain actions relating to immigration Enforcement.
<b>NV 333</b>	Roberson- R	Immigration Law	Failed	Prohibits a county or city from adopting, enforcing or endorsing a policy which prohibits, limits or discourages cooperation with the enforcement of the Immigration Laws of the United States.

<b>NV 389</b>	Denis- D	Prohibition on Provision of Certain Information	Failed	Prohibits a governmental entity from providing certain information to the Federal Government.
<b>NV 357</b>	Brooks- D	Restriction on Certain Actions Relating to Immigration	Pending	Restricts certain state and local governmental agencies from performing certain actions relating to immigration enforcement.
<b>NV 748</b>	Brooks- D	State Interaction with Federal Immigration Authorities	Pending	Revises provisions governing interaction of state and local governmental entities with federal immigration authorities.
<b>NV 944</b>	Office of Roberson	Sanctuary Cities and Counties	Pending	Prohibits Sanctuary Cities and Counties and provides for certain remedies in the event a local government willfully ignores federal law and operates as a sanctuary jurisdiction.
<b>NY 1225</b>	Rozic- D	Disclosure of Immigration Status	Pending	Prohibits disclosure of immigration status for victims of domestic violence, adds enhanced penalties for coercive threats to expose immigration status of victims and witnesses of domestic violence.
<b>NY 2381</b>	Alcantara- D	Coercion for Purpose of Exposing Immigration Status	Pending	Amends the Penal Law, prohibits the use of coercion for the purpose of exposing a person's immigration status.
<b>NY 3084</b>	Serrano- D	Detention Based on Federal Immigration Laws	Pending	Prohibits detention of individuals based only on the violation of federal immigration Laws.
<b>NY 2872</b>	Murray- R	Enforcement of Federal Laws	Pending	Amends the executive law and the general municipal law, prohibits local government action which prevents the enforcement of federal laws, develops a plan to determine

				whether local governments and entities thereof, including sheriff's department, municipal police departments and district attorney's offices is in compliance with the requirements of the general municipal law.
<b>NY 3698</b>	Croci- R	Compliance with Detainer Request by Local Governments	Pending	Requires that local governments comply with a detainer request issued by a federal law enforcement agency, furthers requires that such local government not interfere with the ability of federal law enforcement officials to conduct enforcement activities at municipal or county jails in furtherance of their duty to enforce federal laws.
<b>NY 4024</b>	Gianaris- D	Assistance by Port Authority to Federal Authorities	Pending	Prohibits the provision of assistance by port authority personnel, in any manner, to federal authorities in the enforcement of the us Executive Order, relating to foreign terrorist entry, provides that any resources or facilities of the Port Authority of New York and New Jersey be cannot be used for such purpose.
<b>NY 5211</b>	Stavisky- D	Disclosure of Immigration Status for Certain Victims	Pending	Prohibits disclosure of immigration status for victims of domestic violence, adds enhanced penalties for coercive threats to expose immigration status of victims and witnesses of domestic violence.
<b>OH 179</b>	Keller C- R	Enforcement of Immigration Laws	Pending	Requires state and local authorities to cooperate with the federal government in the enforcement of immigration laws, prohibits a local government that fails to do so from receiving certain state funds, provides for the removal of officers of a local government that fails to do so, declares an emergency.

<b>OK 573</b>	Shortney- R	Immigration Policies	Pending	Relates to immigration policies, defines terms, prohibits certain governing bodies from enacting or adopting sanctuary policies, States ineligibility for certain funds under certain conditions, provides certain procedures for determining violation of the act, authorizes the Legislature to make certain request, provides method of determining eligibility, requires law enforcement officers to receive written copy of law, prohibits state agencies from enacting or adopting certain policies
<b>PA 10</b>	Reschenthaler- R	Municipality of Refuge	Pending	Amends Titles 42 (Judiciary and Judicial Procedure) and 53 (Municipalities Generally) of the Pennsylvania Consolidated Statutes, in matters affecting government units, provides for exceptions to governmental immunity, provides for municipality of refuge.
<b>PA 28</b>	White M- R	Matters Relating to Immigration Status	Pending	Amends Titles 42 (Judiciary and Judicial Procedure) and 53 (Municipalities Generally) of the Pennsylvania Consolidated Statutes, in matters affecting government units, provides for exceptions to governmental immunity related to unauthorized aliens, provides for preemptions, provides for restriction on municipal regulation of official and employee communications relating to immigration status.
<b>TN 155</b>	Green- R	Immigration	Pending	Relates to Immigration, prohibits state and local governmental entities and officials from adopting or enacting sanctuary policies, authorizes residents of this state and members of the general assembly to submit complaints to the attorney general and reporter, provides that violations will subject

				applicable entities to ineligibility of state monies.
<b>TN 271</b>	Goins- R	Sanctuary Policies	Pending	Relates to Immigration, prohibits state and local governmental entities and officials from adopting or enacting sanctuary policies, authorizes residents of this state and members of the general assembly to submit complaints to the attorney general and reporter, provides that violations will subject applicable entities to ineligibility of state monies.
<b>TX 52</b>	Metcalf- R	Enforcement of Immigration Laws	Pending	Relates to the enforcement of state and federal Laws governing immigration and the duties of law enforcement agencies concerning arrested persons and certain persons lawfully detained.
<b>TX 124</b>	Krause- R	Law Enforcement Agency Regarding Immigration Status	Pending	Relates to the duties of a law enforcement agency regarding the immigration status of an arrested person and the enforcement of an immigration detainer.
<b>TX 149</b>	Simmons R-R	Immigration Enforcement by Local Entities	Pending	Provides that a local entity shall not adopt a ordinance or policy prohibiting enforcement of immigration laws or prohibit a peace officer, corrections officer, booking clerk, magistrate or district attorney from inquiring into the immigration status of a person under lawful detention, sending such information to the United States Citizenship and Immigration Services or United States Immigration and Customs Enforcement, cooperating with a federal immigration officer or providing enforcement assistance.

<b>TX 611</b>	Leach- R	Enforcement by Entities Governing Immigration	Pending	Relates to the enforcement by certain governmental entities of state and federal laws governing immigration and to the duties of law enforcement agencies concerning certain arrested persons
<b>TX 754</b>	Fallon- R	Enforcement of Immigration and Law Enforcement Duties	Pending	Relates to the enforcement by certain governmental entities of state and federal laws governing immigration and to the duties of law enforcement agencies concerning certain arrested persons.
<b>TX 762</b>	Shaheen- R	Laws Governing Immigration Enforcement	Pending	Relates to the enforcement by certain governmental entities of state and federal laws governing immigration.
<b>TX 763</b>	Shaheen- R	Arrested Person Immigration Status	Pending	Relates to the duties of a law enforcement agency regarding the immigration status of an arrested person and the enforcement of an immigration detainer.
<b>TX 764</b>	Shaheen- R	Immigration Detainer Failure to Comply Liability	Pending	Relates to civil liability of a local government for failure to comply with an immigration detainer.
<b>TX 1344</b>	Cain- R	Reporting the Existence of Certain Immigration Policies	Pending	Relates to protection for reporting the existence of certain immigration policies of a governmental entity.
<b>TX 13</b>	Buckingham- R	Immigration Detainer Comply with Requests	Pending	Relates to the 85th Legislature of the state call on all sheriffs' offices in the state to comply with requests included in an immigration detainer issued by the United States Immigration and Customs Enforcement.



<b>TX 997</b>	Garcia- D	Peace Officer Enforcement of Federal Immigration Law	Pending	Relates to peace officer enforcement of federal immigration law at places of worship, hospitals, public schools, and courthouses.
<b>TX 2280</b>	Dean- R	Immigration Status of an Arrested Person	Pending	Relates to the duties of a law enforcement agency regarding the immigration status of an arrested person and to the agency's enforcement of immigration detainers and of Laws relating to immigration
<b>TX 4</b>	Perry- R	Immigration Enforcement	To Governor	Relates to the enforcement by certain state and local governmental entities of state and federal laws governing immigration and to related duties and liability of certain persons in the criminal justice system, provides civil penalty, creates a criminal offense.

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## Curriculum Vita

Rosanna Tavaréz is currently a program officer for the Region XII Migrant and Seasonal Head Start Training and Technical Assistance Network contract at FHI360, a social development nonprofit. During her free time, Rosanna volunteers for civic engagement groups at the local and national level to build partnerships with community organizations, foster engagement with volunteers, and create and design resources. She has professional experience working with nonprofit management, government logistical contracts, meeting and event planning, research, data analysis, and reporting.

Rosanna first moved to Washington, D.C. to pursue an internship at the Institute for Multi-Track Diplomacy and later completed an internship on Capitol Hill at the U.S. House of Representatives. She received her B.A. in Political Science and International and Area Studies from New College of Florida, a liberal arts college, where Rosanna immersed herself in scholarship about race, ethnicity, and social justice.

When a chance presents itself, Rosanna loves to travel, dance, and host themed dinner parties with friends. She resides in Washington, D.C. with her maine coon Balboa.